

UNITED STATES DEPARTMENT OF THE INTERIOR
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OFFICE OF EDUCATION
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FUNDAMENTALS IN THE EDUCATION OF NEGROES

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THE WHITE HOUSE,
Washington, May 1, 1934.

My dear Dr. Zook:

In democracy education holds the most promising potential solution of the social and economic problems for peaceful, gradual, intelligent evolution toward the goals which we must set up for the preservation of the ideals and the happiness of our citizenship.

As yet all too small a percentage of the Negro children of our country, especially in its rural sections, enjoys adequate or equitable facilities for the education which is America's goal for every child. We have neither schools enough properly to accommodate the children who should be in attendance, nor educational offerings of the quality and variety adapted to their needs. How to meet these two fundamental requirements adequately, and the ramifications into which consideration of their varied aspects takes us, are the problems to which this conference will devote its attention. May it result in rendering the significant service it aspires to render to our country and to the Negro race.

I regret that I cannot be with you in person, as I am in spirit, to bring you, rather than to send you my heartiest good wishes for the success of your deliberations.

Very sincerely yours,



Dr. George F. Zook,
Commissioner of Education,
Department of the Interior,
Washington, D. C.

FUNDAMENTALS IN THE EDUCATION OF NEGROES

OBJECTIVES ADOPTED BY

THE NATIONAL CONFERENCE ON FUNDAMENTAL PROBLEMS
IN THE EDUCATION OF NEGROES

Washington, D. C., May 9-12, 1934

In view of the fact that in many States Negroes are forced by law to attend segregated schools which are almost invariably inequitably provided and maintained, and because of the inadequacy of these schools to serve the purpose of education in a democracy, and in order that equality of opportunity may be offered to all Americans, and in order that the Negro may meet effectively his obligations as an American citizen, and in order that America may have the benefit of those varied contributions possible only when the members of all races are allowed the fullest development, the following fundamentals in the education of Negroes are proposed by this conference:

I. Ultimate Educational Objectives and Ideals

- A. **HOME LIFE.**—Equal economic opportunity, and political and social justice for all, which will make possible the realization and maintenance of home and family life in keeping with American ideals and standards.
- B. **VOCATIONS.**—Adequate provision for professional and vocational education, and guidance; conducted by properly trained persons; and varied according to individual interests and abilities.
- C. **CITIZENSHIP.**—Full participation in all phases of life in accordance with the highest ideals and practices of good citizenship.
- D. **RECREATION AND LEISURE.**—Adequate provision for wholesome recreational activities, and adequate training for the better use of leisure time.
- E. **HEALTH.**—Healthful living and working conditions, and adequate health service and health education.
- F. **CHARACTER.**—The ability and disposition to make wise choices in the various life situations.

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II. Immediate Educational Objectives and Ideals

- A. AVAILABILITY OF EDUCATION.—Schools and colleges available and accessible for all Negro children, adequate in length of term, number of teachers, curriculum offerings, equipment, and facilities.
- B. TEACHERS AND TEACHING.—Selection, training, compensation, tenure, and working conditions of teachers in keeping with the highest standards of professional growth and leadership in recognition of their outstanding importance in the education of Negro children and in the leadership of Negro life; and the acceptance of the responsibility by all teachers of Negro youth to teach the fundamental principles and issues underlying our economic and social order.
- C. FINANCIAL SUPPORT.—Adequate financial support of schools for Negro children, equitably distributed, and intelligently administered, with full recognition that there can be but one standard of adequacy.
- D. ADMINISTRATION.—Larger participation in the administration and control of schools by intelligent representatives of the people served; and curriculum differentiation and adaptation based on needs rather than on race.
- E. SEGREGATED SCHOOLS.—Discouragement of and opposition to the extension of segregated schools.

In the foregoing statement of objectives and ideals, the principle of the single standard should apply.

PROCEEDINGS OF THE NATIONAL CONFERENCE ON FUNDAMENTAL PROBLEMS IN THE EDUCATION OF NEGROES

INTRODUCTION

IN DEMOCRACY education holds the most promising potential solution of the social and economic problems for peaceful, gradual, intelligent evolution toward the goals which we must set up for the preservation of the ideals and the happiness of our citizenship."

This opening sentence of the letter of greeting sent by President Roosevelt to the National Conference on Fundamental Problems in the Education of Negroes was the fundamental assumption upon which the conference was projected. The conference was held in Washington, D. C., May 9 to 12, 1934, under the auspices of the Federal Office of Education, and was attended by 1,030 registered delegates, 500 of whom came from 28 States.

The agencies represented at the conference were: (1) State, county, and city systems of public education; (2) church boards; (3) philanthropic foundations; (4) National, State, and local teachers' associations; (5) accrediting associations; (6) the press; (7) business, industry, and labor; (8) the professions; (9) fraternal organizations; (10) youth movements; and (11) governmental agencies.

There was an excellent representation from the various phases of school and college life comprising 50 college presidents, 31 college deans, 150 college professors and other officers, and 296 public-school principals, supervisors, and teachers (rural and urban).

Although the conference addressed itself particularly to fundamental and special problems in the education of Negroes, it considered all phases of education in their relation to the special topics under discussion.

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In addition to the planning committee,¹ there were 14 other committees with a total membership of 300. These committees were of three types—functional, administrative, and organizational.

The functional committees, responsible for the major part of the work of the conference, dealt with: (1) Home membership, (2), vocations, (3) citizenship, (4) leisure-time activities, (5) health, and (6) ethical conduct. Their purpose was to consider how education may be made to function more adequately in improving the six important life activities mentioned above.

There were 5 administrative committees—one for each of the following levels of education: Elementary, secondary, collegiate, rural, and adult. These committees addressed themselves to the question of how their respective levels of education might contribute to the development of the knowledge, skills, appreciations, ideals, and conduct of Negroes in each of the life activities represented by the functional committees.

In addition, these committees considered the question of articulation, coordination, and integration of the various levels and types of education, with a view to making education a continuous process throughout life.

Three committees, one each on public education, private education, and financial support of education constituted the organizational group. The committees on public and private education considered special problems and functions of the two types of education, and ways and means of effecting greater cooperation between them. The committee on financial support studied the support of public and private education.

The report of the conference presented in this bulletin is an abstract of the findings, conclusions, and recommendations of the committees, together with excerpts from the major addresses made during the sessions. There are three parts to the report, comprising, respectively, addresses, consideration of major life functions, and organizational and administrative machinery.

¹ See inside front cover.

In making the abstracts the editor has attempted to preserve the language and spirit of the reports as given at the conference to as great a degree as possible. The abstracts herein given represent, therefore, the conclusions of the different committees who alone are responsible for them.

The full report of the conference, to be published later, will contain the complete reports of committees, the discussions of these reports, and the full text of the speeches made and papers presented.

The fundamentals, which appear on page 1, have been issued in a large poster form, 16 by 21, beautifully printed on heavy bond paper suitable for framing, and may be purchased from the Superintendent of Documents for 10 cents, single copies; 25 percent discount will be allowed on orders for 100 copies or more.

Also, a small 6-page folder has been issued, which is an interpretation of the fundamentals.

PART I. CONFERENCE ADDRESSES

WELCOME ADDRESS

By HON. HAROLD L. ICKES, *Secretary of the Interior*

IT WOULD seem that we have come to an age of government by conference. Formerly when a question arose which perplexed an officer of government, he would look wise and say, "I'll take that under advisement." Now he smiles sympathetically and says, "I'll call a conference about this."

There is a valid reason for this. In these times the answers to perplexing questions are not to be found in past administrative decisions, records of which may be searched while the matter is under advisement. Decisions today concern many things about which we cannot look to the past for wisdom. Only in the well-stored minds of those who are constantly grappling with particular problems resides the wisdom required to help us decide which road we should take into an uncertain future.

Particularly is this true with respect to problems of education. It is clear that the chief contribution in the field of education today is to be made by those who, while diligent students of the past, follow a clear vision of the future. To make good on this vision, to make sure that what is believed to be a vision is not something merely visionary, constant council of the best equipped minds is required. This is the best assurance of protection against serious mistakes.

Of all the questions in the field of education, none lends itself so well to the conference method as the one which has brought this group together. America boasts that it is the melting pot for all peoples. Here a new race is in the making. The strengths of all races here combine to make the strength of the American. Among all these races, however, one fact is peculiar to the Negroes in whose interest

you have come together. They came to this country not of their own choice. The change of their status to free men only 70 years ago was the result of a conflict not of their making. That conflict left a national wound which was long in healing. During that healing process this race of innocent bystanders was in a very difficult position. The industrial and agricultural life which had grown up around their involuntary servitude had to make radical adjustments into which they as free men could fit. This difficult process has not yet been completed. But, thanks to the statesmanship and tolerance exhibited on every hand, that adjustment is being made so that we can now devote our chief thought to the larger social, economic, and cultural opportunities in which Negroes are entitled to share as citizens of this democracy.

The high native ability of the Negroes as a race has been abundantly shown by their contributions to all phases of American culture. Their saving sense of humor and their optimism have brought them smiling through hardships which would have meant disaster to lesser people. Their lives have felt the mellowing influence of willing self-sacrifice. These qualities are basic. They will assure rich returns whenever opportunities for advancement are made possible to this rapidly rising people.

No longer is the issue essentially one of justice to the Negro, although we must realize that much injustice is still to be overcome before we can really call America a land of equality of opportunity. The issue now is, however, much more than this.

Times have changed for all of us. Conditions which we and our fathers learned how to face in the past no longer exist. If we are to enjoy the rights and privileges of citizenship in the changed world that lies ahead of us we must share its obligations and responsibilities as well. This principle applies to all of us, both Caucasian and Negro. Whoever is to survive in this struggle will have to meet the stern competition of the modern economic and industrial world with an increased intelligence and skill.

But, in order to do this, the Negro must have more and better education than he has received in the past, and a

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larger proportion of the race must receive the fundamentals of a public-school education. Studies made by our Specialist in Negro Education in the Office of Education reveal serious deficiencies and inequalities in the Negroes' educational facilities. For example, it is estimated that in normal times a million, or nearly a third, of the Negro children are out of school. This condition is partially due to the inadequacy and inaccessibility of school facilities. These studies show also that 160,000 or one sixth of all Negro pupils of high-school age in the States maintaining separate schools for white and colored children have no high schools at all in the 230 counties in which they live. Furthermore, it is revealed that in most of the schools that are provided for colored children, of both elementary and high-school grade, the buildings and facilities are inadequate, the courses of study are ill-adapted to the needs of the children or of our times, and the teachers are poorly prepared, overloaded, and underpaid.

Why should we think of a Negro problem? Although history records times and places of a church problem, there is no such problem in America. History discloses many instances when the peoples of European nations snarled at each other across national boundaries, but these people live happily side by side in America. Surely that tolerance which has always been characteristic of America will enfold all races in its generous arms. We can cease to think of any race as a problem and instead, begin to take delight in its achievements. With true generosity of spirit we can come to wish for the success and happiness of every race. Realizing that we will all be the richer because of the diversity of contributions made by all races, we should keep open every road along which any race can advance. Cannot all races become positive in their cooperation and sympathetic in their understanding rather than merely grudgingly responsive to the demands of the situations in which they live? Cannot all races seek to determine what part each can best play in the social drama and each in generous spirit support the other on the stage of American life? For the better each one plays his own part, the richer the reward, not only to himself, but to every other one as well.

If we are to hope that this spirit of positive cooperation will grow and that the Negro problem will be recognized to be individual and not racial, the chief instrumentality ready to our hands is education. This does not mean education of the Negro alone—it means education of all the people. Adequate educational facilities for any group should not be advocated primarily on the grounds of justice for that group, but rather for the reason that only as education is adequate can the group make its proper contribution to American life. Conferences of representatives of the several groups will not be held in the spirit of compromise, but in the spirit of mutual helpfulness: not in the spirit of hitting upon the least that must be done to maintain harmony and good will, but of discovering instead the most that can be done to establish each group in its most effective place in the American scene.

This conference will make progress, I hope, in building broad foundations for the point of view that I have referred to. I welcome you here in a spirit of friendly hospitality and assure you of our desire to make available to you whatever facilities we may have in the Department of the Interior.

EXCERPTS FROM ADDRESS OF MRS. FRANKLIN D. ROOSEVELT

Mr. Chairman, Dr. Zook, Ladies and Gentlemen: It is a great pleasure for me to be with you this morning because I am following with interest all that you are doing in this conference. I noticed in the papers this morning the figures given of the cost in certain States per capita for the education of a colored child and of a white child, and I could not help but think as I read that item how stupid we are in some ways, for of course in any democracy the one important thing is to see as far as possible that *every* child receives at least the best education that that child is able to assimilate. * * * I feel that while we have been fortunate in this country in having many fine men and women interested in the education of the Negro race, we have also been slow, many of us who are of the white race, in realizing how important not only to your race it is, but how impor-

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tant to our race, that you should have the best educational advantages.

I believe that the Negro race has tremendous gifts to bring to this country in the way of artistic development. I think things come by nature to many of them that we have to acquire, such as an appreciation of art and of music and of rhythm, which we really have to gain very often through education. I think that those things should be utilized for the good of the whole Nation, that you should be allowed and helped to make your greatest contribution along the lines that you want and that give you joy. And, therefore, I am very happy to see this conference, and I have the hope that out of it will come a realization not only to you who are here, but to all the people throughout the country who may be listening in today and who may later come in contact with those of you who are here, that we as a democracy in these times must be able to grasp our problems, must have sufficient general education to know not only what our difficulties are, but what the Government is trying to do to help us meet those difficulties. Without that ability in our people and without the willingness to sacrifice on the part of the people as a whole, in order that the younger generation may develop this ability, I think we have harder times ahead of us than we have had in the past. I think the day of selfishness is over; the day of really working together has come, and we must learn to work together, all of us, regardless of race or creed or color; we must wipe out, wherever we find it, any feeling that grows up, of intolerance, of belief that any one group can go ahead alone. We go ahead together or we go down together, and so may you profit now and for the future by all that you do in this conference.

EXCERPTS FROM CLOSING ADDRESS

By HON. OSCAR L. CHAPMAN, *Assistant Secretary of the Interior*

This conference marks another step forward at a period when educators everywhere are sorely beset by the many difficulties which have necessarily arisen as an aftermath of the economic chaos out of which we are just emerging.

It is during times such as these that we are so greatly impressed with the necessity for exchange of ideas to the end that each of us may be familiar with modern educational trends. The problems of present-day education are neither racial nor sectional, but I know that most of you feel very keenly that the strides which were being made in Negro education have been retarded by present economic conditions and accordingly you sometimes become very discouraged. You should not be disheartened. You should rather welcome this new challenge because it provides an opportunity for all of you to demonstrate your ability to carry forward your educational banner in the face of adverse conditions.

The progress which has been made in the education of the American Negro reflects great credit upon you and those who preceded you. There is no field we may examine that does not present outstanding examples of Negro accomplishment, and posterity will consider with amazement the results which have been shown because of your efforts. It would be difficult in the extreme to catalog the numbers of Negroes who have left this world infinitely richer because they lived, or those who are performing a similar service today.

The Negro race has a precious heritage to maintain. To me one of the most reassuring signs of the approach of a new day for the Negro is the marked tendency at the present time on the part of Negroes everywhere to recognize the greatness of their heritage and then to take the initiative themselves in a movement for continued self-development. There are indications of this activity on every hand, not the least is such a conference as the one we close this afternoon on Fundamental Problems in the Education of Negroes. A conference such as this could not possibly have been planned and carried out unless Negro men and women of vision and purpose had initiated the idea and stayed with the idea every step of the way. To me, personally, as well as in my official capacity in the Department of the Interior, the conference has meant a great deal. It has been informational and inspirational and has, I believe, helped me to a better comprehension of the educational problems confronting the Negro race in America; problems that are mutually vital to us as colored

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and white races, problems that we shall want to join our hands and hearts in solving, and to which we shall have to dedicate our best efforts. I congratulate you all on a convention fortunately planned and fortunately executed.

NATIONAL CONFERENCE ON NEGRO EDUCATION

By GEORGE F. ZOOG
United States Commissioner of Education

The most significant charge in the law creating the United States Office of Education is that it should promote education in all possible ways. This it attempts to do by bringing together the most comprehensive information possible, including statistical data. From time to time it engages in special studies of local or State educational situations, partly as a matter of direct assistance and partly for the broader significance which such studies may be to others in the profession. Finally, it arranges conferences, large and small, for the purpose of reviewing the past progress and possible future development of various phases of education. The Office of Education is, therefore, without authority in education except for that authority which springs out of comprehensive information and excellency of service. This, I may say, is the most pleasing type of authority in the field of education for anyone to exercise. Hence, this Conference on Negro Education is a typical performance for the Office of Education, except that it seems to me that this one is of much more than usual significance * * *

At the close of the Civil War the Negro population numbered approximately 5,000,000. A scant two generations have gone by. There are yet among us both white and colored who can recall distinctly the tragic days of slavery with all its misery and hopelessness. Hence, the social and economic development of the colored race in this country has largely been a matter of recent decades within, indeed, the memory of many men and women now living * * *

Today the Negro population numbers 12,000,000. Many thousands own their homes. They grow the agricultural products of the South. They have migrated to the centers

of population in the North, where they have entered prominently into the economic life of the community. They are indeed a very significant factor in the total social and cultural life of our Nation. This remarkable record of the Negro race in America within the brief span of two generations may well be a source of great pride to all those who are interested in the welfare of the colored population. It is indeed doubtful whether any group of people similarly situated have done more within so short a space of time to lift themselves to a higher plane of living.

I am sure, however, that I voice the aspirations of this large portion of fellow citizens when I declare the record of the past to be a stronger incentive for the future. I am confident that it is your solemn purpose to press on in the eternal battle of self-improvement until representatives of your race may be called on for the most important responsibilities in all walks of life, and especially until the largest possible proportion of the colored population may have an opportunity for that abundant life toward which we all aspire. * * *

Here in America education has been believed in as in few nations in the world. The colored people, to whom educational opportunities for a variety of reasons have come in limited degree, realize thoroughly that education is not a luxury to be paid for after necessities have been taken care of, but an investment which determines the level of personal and group development over the long future * * *

We are gaining some new conceptions of the function of education. Not many years ago education was synonymous with the elementary school. In recent years, however, there has been a tremendous increase in high schools, resulting in the enrollment in high schools of nearly 60 percent of the age group from which such students are drawn. In 15 of the Southern and border States a few years ago the comparative figures for whites and colored were 35 percent and 10 percent, respectively. The proportion of those enrolled in colleges and universities has also increased rapidly, though naturally it has not kept pace with enrollment in the high schools, either for whites or colored * * *

We would strive for an educational system which will provide facilities for the further education of fathers and

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mothers as well as for their children. Here, then, is a test of our zeal for education. If there are adult illiterates in your community, let us not rest until they are able to obtain a chronicle of life through the written word as well as the spoken word. Those who have the elementary tools of education need the inspiration of teachers in formal classes or discussion groups as to the interpretation of life in the community, State, and Nation. Those who have been fortunate enough to progress through the equivalent of elementary and secondary school should be able to obtain that continued access to the wells of knowledge and inspiration which will help them to go on to places of leadership and responsibility.

Such an emphasis on adult education is especially important for any group of people which begins its upward climb at such a disadvantage as was true of the colored people two generations ago. I commend, therefore, to you the adult education movement not only for those who were unfortunate enough to be denied educational advantages in their youth but for all others in order that no matter how much progress an individual may have made in childhood and youth he may have opportunity to elevate himself to new levels of culture and responsibility.

I wish next for you to think with me about education in a more comprehensive sense than has usually been our custom. The schoolhouse unpainted on the outside, and crude benches on the inside, is often not a thing of beauty or inspiration. No one thinks of it as a center of recreation except perhaps for a few special occasions each year. It has no books to lend to curious readers. As a health center it is a total loss. Seldom does it serve as a place for group discussions or for musical entertainment. Yet all these things and more the schools of the future will be. In other words, school plants will be large enough so that they can be not only modern and economical in the education of children but also so that they will be centers of interest to young and old alike.

I believe that schools which are in effect community centers will go far toward solving the problems of social life among the colored people. It will replace the drab life of the rural community and give an opportunity for a cultural

expression which I believe to be especially suited to the interests of the colored people. In this way the school becomes for the colored people the center of recreation, the inspiration of continued effort, and the hope for emancipation from every limitation now impeding his struggle upward and onward * * *.

This conference has been called for the purpose of taking stock in a comprehensive way of the developments in Negro education and of promoting a deeper understanding among all members of the race of the implications and significance of education in all aspects of life. You who participate in the work of this conference will enjoy, I am sure, a rare privilege. It is, however, a privilege which is attended with corresponding responsibility, namely, the responsibility of carrying back to your several States and communities the inspiration and the plans made here for better and greater things in the education of the colored people. You will not fail, I am sure, in undertaking to deliver so important a message of hope and life to those whom you serve in your several home communities.

PART II. SUMMARY REPORTS OF FUNCTIONAL COMMITTEES

HOME LIFE

Chairman, **Mrs. MARY MCLEOD BETHUNE**, President, *Bethune-Cookman College*; Vice Chairman, **FORRESTER B. WASHINGTON**, Director, *Atlanta School of Social Work*.

OBJECTIVE: EQUAL ECONOMIC OPPORTUNITY, AND POLITICAL AND SOCIAL JUSTICE FOR ALL, WHICH WILL MAKE POSSIBLE THE REALIZATION AND MAINTENANCE OF HOME AND FAMILY LIFE IN KEEPING WITH AMERICAN IDEALS AND STANDARDS.

INTRODUCTION

The home, the most important single institution in our organized group life, is one of the main pillars upon which civilizations rest. In spite of its significant role in the scheme of things, not enough thought and intelligence have been given to the development and improvement of home life among Negroes.

In our present changing society it is increasingly difficult to create and maintain a harmonious and effective family and home. It is, therefore, more necessary to give attention to the education of individuals for homemaking and general home relationships than was true in the past.

From the vocational viewpoint more persons are engaged in homemaking than in other occupations. Through the home most of our needs and wants are supplied. It is estimated that 85 percent of the spending for retail goods is done by women (as homemakers).

From the viewpoint of general home relationships practically everyone is involved throughout the major part of his life as a contributor to or receiver of the benefits of a home. Because of the necessity for cooperation and because of their responsibilities in the whole matter of home life it is as important that men and boys receive instruction in home relationships as it is for women and girls.

CHANGED FUNCTIONS OF THE HOME

Many of the functions which were formerly assumed by the home have been transferred to other agencies and institutions, resulting in an almost complete reorganization of the home, and necessitating a change in attitudes toward it and improvement in preparation for effective functioning as members in it.

The home once produced most of our food and clothing; these are now produced by hundreds of agencies throughout the world. In days gone by the home was considered to be the proper and only sphere for the activities of women; today women are successfully competing with men in every walk of life. Formerly the home largely provided what opportunities there were for the recreation and personal development of its members; now the parks, the movies, the dance halls, and other forms of commercialized entertainment are the primary sources for recreation. In former days the family fireside provided the opportunity to instill in children the ideals and principles which make for strong character, and the spirit of family unity; in these modern days, for many people, the home has become a convenient place—occupied only at irregular intervals.

If our civilization continues, the home must again assume its strategic position in character development, and in some of the other social functions. This means that people must be taught how to adjust themselves to the changed and changing home; how to use it for new purposes, and how to relate its activities to all the other forces and factors in society.

PLACE OF EDUCATION

An inspection of the courses of study used in many institutions shows that some attention is being given to the problem of education for home and family life. Work in household arts, social sciences, health, and psychology is frequently adapted to the needs of students in developing more wholesome personalities, clearer understanding concerning the problems of the home, and better home relationships.

However, there is still much to be done by the school in assuming its major responsibility for improving the home.

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It should concern itself with the present as well as the future. In dealing with the present status of home life it will work through both the pupils and parents. The improvement of the home in the future will be achieved mainly through the education given the pupils now.

Whether the task is attacked through the regular school subjects, a special class, or through an activity program, the materials of instruction for those taught should be drawn directly from their experiences in their homes, neighborhoods, and communities. Whatever administrative arrangement is designed to teach home relationships, the value of diffusing the instruction through the entire curriculum should not be overlooked. Practically every subject can be used in this connection—literature, art, music, social studies, practical arts, science, and mathematics. The important thing is to disseminate the idea throughout the school, among teachers and pupils, that improved home relationships is one of the major objectives of their school activity, and that the acquirement of knowledge, skill, appreciations, attitudes, and ideals by whatever means, should conduce to the attainment of that goal. The thought should prevail that one of the tests of education is improved home relationships.

EDUCATION OF NEGRO NOT FUNDAMENTALLY DIFFERENT

The nature of the problems in the education of the Negro for home and family life is not different from that of any other group. The Negro has more problems because of his lack of economic and civic security. However, these problems will be solved by an educational technique in nowise different from that used in the solution of the problems of other groups of people.

MANY PROBLEMS OF NEGRO CIVIC RATHER THAN EDUCATIONAL

Many of the problems of the Negro that are apparently educational are really civic in nature. The inequality of the distribution of funds for the education of Negroes in many of the States maintaining separate schools is well known. How Negroes can receive their proper share of

available school funds is a civic problem of serious proportions.

Economic independence does not prevent restriction of opportunity for cultural advancement as seen in the restricted use of libraries, museums, theaters, movie houses, and other centers of amusement and culture. This applies to public as well as private institutions.

The problem of retaining a proportionate number of Negroes in the country is civic rather than educational. Teachers cannot instill in their pupils a desire to live in rural areas until there is adequate assurance of legal protection and until adequate educational facilities are provided. These are matters for the attention of city, State, and county authorities.

Most schools attempt to carry out a program of health, but lessons learned in schools are not always carried over into the homes. The problem of extension of the school's influence into the home also has civic implications. Until housing conditions are improved little can be done in the schools toward parental cooperation and toward improvement of health conditions in the homes.

INculcating Social Values

One means of inculcating social values is the introduction of courses in Negro history in Negro schools and colleges. The Negro has created a unique culture in America. A knowledge of these facts would have considerable influence in fortifying the Negro child for successful contacts with the outer world. "Since the great majority of Negro parents have not had the same educational opportunities as the whites, it is important that adult education be available to them. It should include 'parenthood education', 'education for aesthetic taste and appreciation', and 'instruction in modern educational trends.' The program should provide for the illiterate adult as well as the literate adult who wishes to continue his education."

NEED OF EDUCATION FOR CONSUMERS

For many years it has been accepted that training should be given at public expense to fit youth and adults for pro-

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duction of goods, but equal emphasis has not been placed on their education for the intelligent consumption of goods. It is recognized that training for effective participation in home and family life, through the teaching of home economics, is a function of the public schools, but only in rare instances has education for consumption been made more than a very incidental part of the program. With the recognition of the importance of the consumer under the operation of the N. R. A. and the A. A. A., this type of education is being introduced into the homemaking programs of a few schools. It should be introduced into all home-economics programs.

Information on consumption and on materials dealing with consumers' problems is being compiled with surprising rapidity. From these sources content material adapted to both youth and adults may be selected and organized into instructional units for school purposes. Such materials are in harmony with the implications of the statement in the President's address that he looked forward to the day when consumers would be equipped with such information as would enable them to demand fair prices and honest sales. These materials will call for special classroom methods and projects that will not only give students information but will furnish practice in discharging the responsibilities devolving upon consumers under conditions with which they are familiar and which exist in their homes.

PROBLEMS IN IMPROVING HOME LIFE OF NEGROES

In order to improve the home life of the Negro several lines of attack must be followed, and many related problems and factors of a civic and economic nature must be considered. Among them the following are of special and immediate concern: (1) His low income, resulting in lack of security and stability; (2) location of his home in the poorest and most insanitary sections of the community, without adequate streets, pavements, water supply, lights, sewage, drainage, and fire and police protection; (3) housing problems, such as exorbitant rent, financing the purchase of homes, fire hazards, lack of modern conveniences; (4) insufficient preventive facilities, such as homes for delin-

quents, truant and probation officers, and homes and schools for the mental and physical defectives and recreational facilities; (5) lack of political activity—forced or voluntary; (6) lack of social and legal justice; and (7) need for improvement of the vocational, citizenship, and health status of Negroes.

Among the educational problems and factors that should receive attention in the effort to improve the home life of the Negro are the following: (1) Illiteracy; (2) pupil mortality; (3) mental hygiene and personnel; (4) guidance of children in present home relationships and for future home relationships; (5) education for parenthood and for intelligent consumption; and (6) parent-teacher and community-school relationships.

"The Negro home is an emotional haven." If it is to discharge its rightful function as an agency for personality adjustment and character formation, all the forces of organized society, of which education is one of the most important, must be brought to bear on the problem.

VOCATIONS

Chairman, T. ARNOLD HILL, *Acting Executive Secretary, National Urban League*; Vice Chairman, R. O'HARA LANIER, *Dean, Houston Junior College*

OBJECTIVE: ADEQUATE, PROVISION FOR PROFESSIONAL AND VOCATIONAL EDUCATION AND GUIDANCE, CONDUCTED BY PROPERLY TRAINED PERSONS, AND VARIED ACCORDING TO INDIVIDUAL INTERESTS AND ABILITIES

INTRODUCTION

A person's vocation has significant bearing on his family life and home relationships. Where one lives and how one lives, his house, the comforts provided his family, the opportunities furnished for education and recreation depend largely on the occupation he pursues. Education, therefore, should assume satisfactory vocational adjustment as one of its major objectives. Such education will lead the pupil from immediate interests centered in his home life to more distant interests of vocational life, revealing a synthesis which will advance and enrich both.

The school should discharge its obligation to the vocational life of the community through the following six definite provisions: (1) Assistance to each pupil in studying himself; (2) opportunities and incentives to study the work of the world; (3) guidance in the selection of a vocation; (4) prevocational and vocational education in the essential knowledges, skills, appreciations, attitudes, and dispositions; (5) assistance in securing employment; and (6) assistance and guidance in making progressive vocational adjustments and advancement.

NEW VOCATIONAL DEMANDS

The economic and social changes are making increasing and more exacting demands on all workers. They are required to have more general as well as more specific knowledge; they need more skill and greater flexibility in specializations and they need better physical health, greater adaptability, and more intelligence.

Faced with this situation workers are finding it more difficult to prepare for vocations, harder to make a living at the vocations for which they prepared, and harder to make advancement in their chosen careers.

In addition to these general problems faced by all workers, there are special difficulties and needs faced by each class of workers—those in commerce and industry, those in farming, and the homemakers.

Such factors complicate the problem facing all schools in their attempts to achieve vocational objectives. However, schools for Negroes have other special factors to reckon with in adjusting their pupils to the work-a-day world.

SPECIAL FACTORS IN VOCATIONAL LIFE OF NEGROES

The attitude of Negroes toward work has been colored by their experiences during slavery. Because of the hard and constant physical labor involved in slavery they have attached an opprobrium to all manual work.

Moreover, the general attitude of the country as a whole toward work has not exerted a wholesome influence on the Negro. Success in America has too often been measured by

one's ability to escape work. Together these factors have caused many well-meaning persons to advocate a purely classical education to the exclusion of one of a more practical nature, often accentuating thereby the traditional disdain for work.

The deleterious effect of this "complex" toward work was not felt so keenly as long as work was plentiful and while the Nation was still in a comparatively undeveloped state. The competition between white and colored labor was not particularly keen, for the reason that the ambitious whites found ample outlet for their talents in fields in which few, if any, Negroes were employed. However, with the rise of industrialism and the consequent increase of unemployment many of the occupations formerly held exclusively by Negroes have been filled by whites. In those occupations in which they formerly dominated Negroes are rapidly being replaced.

The reason for the dislodgment of Negroes from their jobs is not attributable wholly to prejudice and the pressure on the part of the whites who are willing to take any kind of work available. Although these are important factors, another reason has been the indifference and aversion which the Negro has exhibited toward his work, mentioned earlier, and his unwillingness to study his job and apply the most modern methods and procedures in its execution. In the face of this situation Negroes are confronted with the necessity of finding the causes, studying the factors, and devising a solution of the problems involved.

VOCATIONAL EDUCATION AND THE CHANGING SOCIETY

The term "vocational education" includes all types of education which are organized primarily to produce occupational efficiency in any field.

There was a time when vocational education considered itself apart from a consideration of wages, working hours, leisure time, thrift, old-age, and other similar factors; but modern education considers the increasing urbanization of workers with the social and economic implications involved, and the rapid mechanization of industry with its effect

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upon skilled and semiskilled work, as interrelated parts of the same problem, and as bearing on any program of vocational education.

VOCATIONAL EDUCATION OF NEGROES

The same principles underlying the vocational education of whites should be applied to the vocational education of Negroes; and in the main the problems involved are the same. Frequently, however, there should be a difference in emphasis in certain phases of the educational program. For example, there are problems of adult education and placement of graduates which, because of the Negro's social and economic relationships, may call for special adaptations.

It is interesting to note the increase in the number of Negroes employed in many occupations. In some occupations the percentage of increase has been higher than the increase of all workers in those particular occupations. The following are examples of significant increases during the last decade: Actors and showmen, 114.5 percent; college presidents and professors, 101.8 percent; dentists, 59.8 percent; lawyers, judges, and justices, 31.2 percent; physicians and surgeons, 8.7 percent, which was lower than the rate of increase for the Negro population (13.6 percent); school teachers, 53.3 percent; trained nurses, 71.4 percent; librarians, 204.3 percent; and social and welfare workers, 81.5 percent.

Vocational education programs in addition to other factors should be based on trends as revealed in such figures as cited above. Similar statistics should be compiled for all occupations.

VOCATIONAL OFFERINGS IN NEGRO SCHOOLS

At the present time there seems to be little or no disposition to plan vocational offerings in the schools and colleges for Negroes in relation to the needs of individuals or in line with revealed trends.

The curricula of the high schools are predominantly academic. Where they do attempt to offer vocational work it is frequently done with obsolete machines and materials and antiquated methods. Many of the schools have been

so occupied with meeting accrediting standards that they have neglected the more immediate and pressing claims of students for an education that would fit them effectively to meet the demands of present-day life.

What is said of the high schools is equally true of the colleges, and especially of the land-grant colleges. Many of these institutions, organized mainly for the purpose of giving instruction in agriculture and the mechanic arts, have neglected this phase of their work for the purely academic. Negro land-grant colleges have too frequently attempted to become prototypes of the liberal arts colleges, and have restricted their vocational offerings. Their main vocational emphasis has been on teacher preparation, and even here it is claimed that they often have failed to develop programs in terms of the actual needs of the students and the community.

In view of the present plight of Negroes as a result of the reorganization taking place in agriculture and industry and of the application of science and modern inventions to the more common occupations, it is incumbent upon schools and colleges to address themselves realistically to the task of preparing boys and girls to make a livelihood, where they are, and in the occupation for which their capabilities and interests and circumstances seem to fit them. In addition, these schools and colleges must assume some responsibility in reeducating adults and in helping them to adjust themselves occupationally and to make advancement in their jobs.

VOCATIONAL OFFERINGS OUTSIDE THE SCHOOL

Several agencies have developed programs to assist Negro adults to improve themselves vocationally. Among them are the Y. M. and Y. W. C. A.'s, the Urban League, and the Atlanta and Harlem Adult Education Experiments. More recently the Federal Emergency Relief Administration has promoted an adult-education program. The vocational-education programs of all these agencies have been helpful.

VOCATIONAL GUIDANCE IN NEGRO SCHOOLS

It is quite apparent that vocational guidance, while accepted as valuable in the occupational adjustment of stu-

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dents, has found little place in educational institutions for Negroes.

The difficulties encountered by Negroes in employment make vocational guidance more necessary for them than for white students because of the exceptional occupational difficulties they face.

In view of this fact it is significant to note the recent interest manifested in guidance. Consideration is being given to individual analysis, occupational analysis, and methods and techniques of counseling, and scientific researches are under way. However, in spite of this activity, provisions are inadequate and Negro teachers and administrators should participate more in the guidance movement and incorporate the best practices into their own work.

CERTAIN PROBLEMS IN THE VOCATIONAL EDUCATION OF NEGROES

In considering the vocational education and guidance of Negroes there are many problems and factors that need to be taken into consideration. Among them are the following: (1) Technological advance; (2) occupational shifts; (3) unionization; (4) agricultural disorganization; (5) disadvantages and insecurity of farm life; (6) difficulty of obtaining farm credit; (7) evils of the share-cropper system; (8) racial situations; (9) industrialization; and (10) urbanization and population movements.

RECOMMENDATIONS

In view of the facts presented, it is recommended (1) that means be devised to widen the Negroes' opportunities for profitable employment in all fields of endeavor commensurate with their capacities and abilities; (2) that a Nationwide personnel and vocational bureau be established which will combine the essential features of placement, guidance, and occupational research; and (3) that a comprehensive vocational education program be inaugurated in schools and colleges. The inauguration of such programs should involve: (a) Revised school and college curricula; (b) vocational guidance; (c) work-study plan; (d) less emphasis on acquirement of specific skills and more on development of

flexibility and power of adjustment; (e) study of economic and social problems; (f) evaluation of attitudes and points of view regarding vocations and vocational education; (g) vocational reeducation and rehabilitation programs; (h) nonschool facilities; (i) prevocational, evening, and continuation schools; (j) community enlightenment; and (k) co-ordination and integration of factors to assure better distribution, and to prevent undersupply and oversupply of workers.

CITIZENSHIP

Chairman, V. E. DANIEL, *Dean, Wilcy College*; Vice Chairman, HOWARD H. LONG, *Assistant Superintendent, in Charge of Research, Washington, D. C.*

OBJECTIVE: FULL PARTICIPATION IN ALL PHASES OF LIFE IN ACCORDANCE WITH THE HIGHEST IDEALS AND PRACTICES OF GOOD CITIZENSHIP.

INTRODUCTION

The Declaration of Independence *declared* the Negro's citizenship; the Constitution *guaranteed* it; and the decisions of the Supreme Court have *upheld* it. As important and essential as these are, the Negro has, nevertheless, failed to realize full citizenship in America. The reasons for this failure are many and complex, the more important ones being the matter of attitudes—the attitude of the majority group, and of the Negro himself. Both are amenable to education.

ATTAINMENT OF CITIZENSHIP

The Negro must, first of all, really feel his potential citizenship and strive to realize it. This is possible only through a broad program of education, which will (1) inform him concerning his race as a factor in the progress of civilization—Negroes have made and are still making significant and essential contributions to American life—as individuals and groups, and through brain and brawn; (2) develop within him the general knowledge and habits essential for good citizenship, individually and socially, and the disposition to use the knowledge and habits in the attainment of the highest ideals and best fruits of citizenship;

and (3) develop what some have termed "a minority-group strategy", in educating the majority group concerning the better aspects of the race, and in changing the attitudes of this group toward Negro citizenship. These methods must go hand in hand with the regularly constituted government machinery which brings to bear the majesty of the law, when education and persuasion fail. This educational program must include adults as well as children.

ATTITUDE OF MAJORITY GROUP

In the second place, the majority group should be willing to learn and understand the facts and conditions of the Negro's life and his relation to the life of the Nation, and to develop a disposition to deal fairly and justly with the Negro in providing opportunities for him to enjoy "life, liberty, and the pursuit of happiness" in keeping with ideals and practices of good citizenship.

A good citizen should not only discharge his personal responsibility to society through loyalty to the Government, obedience to law, and payment of taxes, but should also participate effectively in the cultural life surrounding him through such activities as voting, officeholding, police and jury service, administration of public welfare and educational agencies. In turn, he should be guaranteed an equal opportunity to enjoy those benefits vouchsafed to all citizens.

DETERRENTS TO NEGROES' REALIZATION OF CITIZENSHIP

Some of the factors preventing the Negro's realization of full citizenship status are: Vested interest of majority group; Negro's complacency and lack of race solidarity; race prejudice; political corruption; disfranchisement, discrimination and segregation; legal injustices; unfair suffrage qualifications; and misinformed public opinion.

NEGRO'S CITIZENSHIP STATUS

A large majority of the Negro population belongs to the laboring group. In addition to the disabilities suffered as members of a disadvantaged group, this minority suffers the handicaps imposed upon a disadvantaged racial group. Be-

cause of the lack of legal security, because of the virtual peonage accompanying the farm-tenancy and share-cropper system, and because many of our leading social institutions are doing little or nothing to change the traditional attitude toward the citizenship of Negroes, the Negro rural masses do not feel that they are in any way part of the American Government and do not expect to exercise the privileges of citizenship nor to assume its responsibilities. In many sections of the United States even urban Negroes who are expected to assume citizenship in the form of personal responsibility in the payment of taxes and in other ways, are denied the exercise of citizenship in the way of functional participation, and are faced with the fact that "a voteless citizen is a political zero in a democracy."

CITIZENSHIP A FUNCTIONAL MATTER

Increased functional participation of the Negro as a citizen gives "enhanced respect and increased prestige in the eyes of people generally, more justice in courts, better educational opportunities, an improved economic status, decrease in crime and delinquency, and improved community health conditions", while it gives the community "better local government, generally increased respect for law and legal institutions, a generally improved quality of social life through the gradual elimination of a delinquent and largely ignorant group, and greater cooperation on the part of the Negro in furthering worthy social enterprises."

EDUCATION AND CITIZENSHIP

What is being done to further the cause of citizenship through educational agencies? For convenience such efforts may be classified as direct and indirect. Indirect methods include general mass training and mass eradication of illiteracy. Direct academic efforts include traditional courses in American Government, Negro history, elementary sociology, and elementary economics. In addition to the more formal academic efforts we have community activities in the form of the organization of political, quasi-political, and defense groups, as well as the following out in the local situation of programs initiated by national organizations.

among which are the National Association for the Advancement of Colored People, the National Urban League, the Christian associations, and the Negro Business League. Besides these movements we have in the South the interracial movement and the Peabody Conference on Education and Race Relations.

Various white high-school instructors are being given permission to have their classes in government "operate a municipal government for a day." This privilege should be sought by instructors in Negro high schools. As a matter of fostering better racial feeling between the citizens of tomorrow, efforts at an exchange of instructors in similar fields in white and Negro schools for a day's duration might be attempted. At the beginning, it might be better to attempt this unofficially, making the arrangements through individual acquaintances with instructors and their principals. Also, having various governmental officials lecture to classes on specific phases of government machinery, e. g., executive, legislative, judicial.

Junior police are used in many cities. It is an excellent way to train for citizenship, and should be introduced into other communities. Citizenship projects include those of the Austin High School, Knoxville, Tenn., and the Booker T. Washington High School, Atlanta, Ga., in the field of mock city elections. In Atlanta delegates are sent to a national convention in which candidates for president and vice president are chosen. This is followed by a campaign that concludes with an appeal over the radio station. The students become qualified voters by paying 1-cent poll tax. The qualified voters on the appointed date cast their ballots.

Citizenship ideals may be fostered through the drama. Every school should foster periodic patriotic exercises. A fertile field for cooperative activity is that of athletic and forensic competition. Art, technique, and skill know no color, and the participants are quick to recognize that fact. In cities maintaining separate playgrounds, efforts at interracial contests may prove valuable. Competent supervisors in municipal parks and playgrounds furnish local training for citizenship in teaching fair play, group activity and co-operation, community pride, respect for authority, and gen-

eral good behavior. Another possibility is that of emphasizing reading of civic news rather than limiting one's interests to comics, sports, and fashions.

CITIZENSHIP AND RACE PSYCHOLOGY

There is a psychological difference between the man who feels himself qualified to keep pace in the race with his fellows (or even able to set the pace) and the man who finds himself handicapped at the start because of defective preparation. From the point of view of citizenship, such a person does not have the proper social incentive to the best type of citizenship possible in a political unit. Programs for citizenship training should discourage undesirable artificial limitations of individuals or groups of individuals whether imposed by economic conditions, community patterns, or racial antipathy.

CITIZENSHIP TRAINING TOO FORMAL

Training in citizenship on lower school levels is too often of a formal type and does not get far beyond flag saluting and patriotic effusion. A type of school activity is needed which will bring the child into immediate relationship with and knowledge of governmental functions in the community where he is. Pupils should know how taxes are collected, how they are distributed, and what is the cost of collection and distribution. They should know the functions of government, the duties of governmental officials, local and State, and how to evaluate the services rendered by officials in local communities.

TRAINING THROUGH COURSES AND PROJECTS

If government is taught as theory, there is no particular urge for the student to feel that good government is dependent on his "carrying on." Courses in government may be improved by the adoption of textbooks based upon the project method whereby miniature civic situations are set up and the students are made to enact the part played by officials, voters, and citizens in general. Industrial, commercial, and political geography may be taught so as to give a broader view than that of the local community. Courses

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in elementary law should be based on a functional interpretation of rights and responsibilities of the good citizen. Lecture material should supplement the textbooks, most of which are written for white children.

TRAINING IN JUDGING WORTHY LEADERSHIP

The Negro child as a member of a minority group, should have special training in how to judge worthy leadership. On one hand, he should know what constitutes bad leadership. Examples should be drawn from world history and not confined to any race, thus minimizing emotional responses. On the other hand, it is advisable to single out the virtues of good leaders who have been true to their constituency and who have made personal sacrifices to achieve those long-range social benefits which are the aims of wise leadership.

RECOMMENDATIONS

In view of the general citizenship status of Negroes as herein set forth, the following recommendations are made in regard to education:

- (1) That the right of the Negro to vote be given as much consideration as his right to freedom, to hold property, to education, and to the full enjoyment of the social heritage. They are all essential elements of citizenship.
- (2) That, because of the equality in racial capacities and identity of standards for both races, Negroes should have the same kind of citizenship training given white persons of similar socio-economic status.
- (3) That objectives of the education of Negroes be in accord with community needs, and that this principle be applied to their citizenship training.
- (4) That the administrative set-up and curricula of public schools for Negroes be recognized in order to provide for better citizenship training.
- (5) That immediate steps be taken to strengthen the work in citizenship training in colleges for Negroes.
- (6) That the citizenship training of Negroes be not restricted to particular courses, but become a part of the larger aims of all school activities.

- (7) That greater effort be made to enlighten the majority group concerning past and present contributions of the Negro to civilization, and to disseminate facts about situations in which Negroes have functioned effectively in all phases of citizenship.
- (8) That Negroes be allowed greater participation in making and administering laws.
- (9) That the Negro be given increased facilities in and greater participation in the administration of public-welfare agencies, such as schools, recreational centers, hospitals, libraries, and homes and schools for delinquents.
- (10) That efforts be made to increase the sense of responsibility of public officials in giving Negroes justice.
- (11) That a broad and continual educational and citizenship program be developed for children and adults to supplement the work of schools, in order that every individual may have an opportunity to attain the highest ideals of citizenship of which he is capable.

It cannot be stressed too strongly that improvement in the Negro's home life, vocation, health, recreation, and character depend largely on improvement of his citizenship status.

RECREATION AND LEISURE-TIME ACTIVITIES

Chairman, E. T. ATTWELL, *Field Director, Bureau of Colored Work, National Recreation Association, New York, N. Y.*; Vice Chairman, CHARLES E. REED, *Manager, Field Department, National Recreation Association, New York, N. Y.*

OBJECTIVE: ADEQUATE PROVISION FOR WHOLESOME RECREATIONAL ACTIVITIES AND ADEQUATE TRAINING FOR THE BETTER USE OF LEISURE TIME.

INTRODUCTION

It is generally conceded that the present state of our civilization is due in part to a one-sided development of society. We have advanced materially and intellectually, but not socially and spiritually. We have developed machines and processes, but not an attitude which will assure the wise and wholesome use of these machines and processes. The effect of this one-sided development is particularly evident in our recreational life and in the use of our increasing leisure time.

INCREASE IN LEISURE TIME

One outstanding result of the depression is the increase of leisure time for great masses of people throughout the world. There was a time when most of one's waking hours were spent in work, but very soon much of one's waking hours may be devoted to leisure. The release from labor and increase of leisure have come to stay. The question that looms large is, What shall we do with this leisure? Certainly the answer to it will have much to do with the kind of personalities that will make up the next generation. Dr. Jacks, a British educator says that "Unless we moderns can learn to use creatively the leisure—voluntary and enforced—that the machine is giving us, civilization as we know it will go to pieces."

THE APPEAL OF COMMERCIAL AGENCIES

Commercialism, ready to take advantage of each opportunity, is encouraging us to play by proxy. "For the privilege of playing vicariously America pays billions of dollars a year to commercial recreation which does not re-create and which is enervating rather than energizing." Many have accused us of being a nation afflicted with the disease of "spectatoritis." The machine age has increased the variety of opportunities for play, but it has not increased our participation. We wish to be amused rather than invigorated; and as our leisure time increases we are in danger of losing the capacity for enjoying that leisure to the full.

RECREATION AND MENTAL HEALTH

The state of mental health in which we find ourselves today is to be lamented, and it is largely due to a lack of emphasis on personality development. Neurotics, psychopaths, split personalities, and any number of other persons with mental and nervous defects appear to be on the increase. The responsibility of the school for utilizing every available agency to prevent this increase is tremendous. One of the most effective of such agencies is recreation through the wise use of leisure.

TRAINING FOR LEISURE AN EDUCATIONAL PROBLEM

Modern educators are realizing that through play and the formerly neglected leisure side of life there is a great "opportunity for building up that higher and nobler humanity which the old system, concentrated at the other end, gave little promise of achieving." The discovery and proper use of these educational possibilities may mark the dawn of a new era in education.

The development of the necessary knowledge, skill, attitudes, ideals, and dispositions in this whole field of leisure-time use is as much a responsibility of the school as anything it is now doing. In this connection, too much emphasis cannot be placed on the thought that play is not the only recreative activity. It may be reading, looking at pictures, handicraft, painting, singing, and conversation, to mention only a few.

The curriculum of every school should be so constructed, and every teacher and administrator should have such an interest in the matter, that every individual in the community, old and young, will have his leisure-time activities enriched thereby.

RESPONSIBILITY OF COLLEGES IN DEVELOPING LEADERSHIP

One of the basic needs in education for recreation and leisure time is trained leadership. Young people desirous of becoming leaders in recreation and who are talented in one phase of recreational activity, for example, recreative athletics, games, and sports, should be led to see the contribution of the social sciences, psychology, guidance, public speaking, music and art, handicraft, and other fields to the realization of their goal.

RESPONSIBILITY OF SCHOOLS IN PROMOTING RECREATIONAL ACTIVITIES

In the average community the school for Negroes is the center around which social and general group activities revolve. It usually affords the only auditorium sufficiently

large to accommodate an assembly. Frequently the extra-curricular activities of the school, such as glee clubs, bands and orchestras, literary and athletic activities, are the only agencies of entertainment for the colored population. Also the only library facilities for Negroes are often located in the school. The teachers are frequently the leaders in the community, and the pupils serve as media through which to diffuse information.

The school should assume a major responsibility in promoting recreation and leisure-time activities until the public officials have been educated to the point where they sense their responsibility in the matter and are willing to provide an adequate program for all the citizens of the community.

PRESENT STATUS OF RECREATION AND LEISURE-TIME ACTIVITIES AMONG NEGROES

There are some communities where the schools with their limited facilities are accepting their responsibility in promoting the wise and wholesome use of leisure time, both among children and adults. In other communities volunteer agencies such as the Y. M. and Y. W. C. A.'s are carrying on as effective a program as their means and facilities will allow. In a few localities the municipal government is shouldering responsibility in the matter. In other places Negroes are not allowed to use the recreational facilities—either public or private.

The general picture of the situation, while showing a gradual tendency toward improvement, reveals still a great inadequacy in provisions for recreation and leisure-time activities for Negroes.

RECOMMENDATIONS

In view of this situation the following recommendations are made:

- (1) That recreation leadership courses be introduced in normal schools and colleges for Negroes and that the attention of students be called to the future opportunities in the field.

- (2) That summer schools organize short unit courses in recreation leadership for teachers in service.
- (3) That teachers and administrators be urged to explore the possibilities of promoting greater interest and participation in recreation and leisure-time activities through the schools.
- (4) That normal schools, teachers colleges, summer schools, and rural teachers give special attention to the urgency of the recreational problems and of the possibility of solving them in the rural areas.
- (5) That State, city, and county boards of education and other officials give consideration to the problem of providing better and more facilities for recreation as a means of preventing crime and of promoting better citizenship.
- (6) That volunteer agencies continue and increase their interest in the matter of promoting various activities, such as music and dramatic clubs, handicraft, gardening, literary programs, reading clubs, story-telling clubs, and indoor games.
- (7) That such activities as the 4-H Clubs, Boy Scouts, and Girl Scouts be fostered wherever it is possible.
- (8) That more and better use be made of the facilities that are at hand.
- (9) That in building new school buildings and in remodeling old ones adequate provision be made for recreational activities.
- (10) That school people consider the school as a community enterprise that should be available to the whole community for legitimate purposes whenever such use does not interfere with the regular work of the school.
- (11) That all persons in positions of leadership, and all social agencies cooperate in developing and promoting a coordinated recreation and leisure-time program for Negroes in every community, both urban and rural.
- (12) That a special cooperative plan be worked out between the homes, the churches, and the schools in each community with a view to providing a recreation and leisure-time program.

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HEALTH

Chairman, F. O. NICHOLS, *National Health Council, New York, N. Y.*;
Vice Chairman, M. O. BOUSFIELD, *Vice President and Medical Director, Supreme Liberty Life Insurance Co., Chicago, Ill.*

OBJECTIVE: **HEALTHFUL LIVING AND WORKING CONDITIONS, AND ADEQUATE HEALTH SERVICE AND HEALTH EDUCATION.**

INTRODUCTION

The health of the Negro has very intimate relationships with each of the other phases of his life previously discussed—his home, his vocation, his citizenship, and his recreation and leisure-time activities. It not only makes an important contribution to them but is itself greatly influenced by them.

PERSONAL HEALTH AND PUBLIC HEALTH

The problem of health has two interrelated aspects—personal health and public health. They are very largely dependent on each other. Most of the factors influencing the one also influence the other.

The prevalence of disease among Negroes and their high death rate are due to two major factors: Those concerned with personal health, which the individual can largely control; and those concerned with public health, over which he has little or no control. Among those elements of personal health, wholly or partially within the control of Negroes themselves, are the following: (1) Eating, sleeping, and resting; (2) fresh air and exercise; (3) cleanliness; (4) dress; (5) worry; (6) self-pity; (7) ignorance; (8) carelessness; (9) system; and (10) other personal habits.

Among those elements dealing directly or indirectly with public health over which the Negro has little or no control are the following: (1) Low income; (2) poor housing facilities; (3) insanitary conditions; (4) inadequate water supply; (5) improper food supply; (6) lack of educational facilities; (7) lack of guidance; (8) lack of hospital facilities; (9) absence of adequate prenatal and maternal care; (10) cost of medical care; (11) insufficient distribution of medical service; (12) malnutrition; (13) lack of facilities for

taking care of physical and mental defectives; (14) lack of preventive agencies; (15) unhealthy working conditions; and (16) inferiority and failure complex, resulting from disadvantaged economic and social status.

ILL HEALTH A DETERRENT TO ACHIEVEMENT

Ill health has been a deterrent to the progress and achievement of the Negro: (1) Sickness has caused many an individual Negro to fail, or to achieve much less than he is capable of achieving. (2) Sickness in the home causes absence from school and worry on the part of children, thus frequently resulting in failure, retardation, and elimination. (3) Unnecessary disease and death are expensive, and Negroes can ill afford to stand the financial loss which they incur. (4) Worry attendant upon sickness not only breeds more sickness but is frequently a deterrent to intellectual growth. (5) While there are a few exceptions, in general it may be said that an environment of disease is not conducive to creative thought, and to that application and perseverance so essential to worth-while achievements. Undoubtedly the prevalence of disease in the homes of Negroes has had much to do with the lack of achievement on the part of many capable Negroes.

Of course there is much illness that is unavoidable, but the point made here is that whatever steps are necessary, both personal and public, should be taken to prevent illness which is preventable and to improve the general health status of Negroes. This is not only in their own interest, but also in the interest of society in general.

THE PLACE OF EDUCATION

Because of the nature of health, education has an important role in its development and maintenance. Proper education of the young will assure personal well-being; and education of adults will enhance social well-being.

Although the schools have in the past assumed the task of teaching health, the results have been disappointing to say the least. Too much time has been devoted to facts about the body and too little to the developing of health

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habits, attitudes, and ideals. Just as we "learn to do by doing", we also learn to live by living. Fortunately, school people are beginning to realize that a few minutes' daily participation in health-giving activities is worth hours of memorizing facts about health.

THE PLACE OF THE HOME

It is quite obvious, from what has been said, that the home also has an important place in health education. In the early, formative period of a child's life the mother's role is equal or superior to that of the teacher. Many habits, attitudes, and ideals controlling the personal health of individuals are developed in the preschool period—particularly those having to do with eating, sleeping, resting, exercise, cleanliness, system, order, and regularity. It is here that we see the close relation between the Negro's economic and vocational status and his health status. A large percentage of the mothers work outside the home, thus taking them away from their children at a time when the children need them most.

In this connection the nursery school has become a great boon, but in general the Negro children, who need it most, are deprived of it. Also parent education offers much help in teaching mothers to care for the personal well-being of their families, and to improve the general health status of society, but here again Negroes, who because of past educational disadvantages need such instruction most, are the last to receive it.

THE PLACE OF GOVERNMENT

However much the home may do to instill health habits, attitudes, and ideals, and whatever the school may do to build upon what the home has done, little progress will be made until the government in cities, counties, and States improves the conditions which militate against health.

This includes not only the eradication of disease-producing factors, but also changed attitudes toward the general social, cultural, and spiritual development of the Negro in the community. It means conditions favoring security, the

pursuit of happiness, the development of a more wholesome outlook on life, a finer morality, and opportunities to develop more wholesome personalities. A sense of security, calm, inner peace, confidence, and hope not only frequently help to prevent illness, but are also important factors in recovery from illness.

THE HEALTH SITUATION AMONG NEGROES

The physical well-being of Negroes varies with and is influenced by the place in which they live, the type and amount of employment, and the educational and health facilities with which they are provided.

There has rarely been an equitable provision of medical and hospitalization facilities and services for the Negro population. The available health information and public-health activities which are provided have seldom reached the Negro individual, home, or community to the extent that his problems demand.

Due to the lack of proper health information and the influence of superstitions in some parts of the Negro population, the use of home remedies, patent medicines, and the patronage of quacks frequently result in serious incipient diseases and consequent chronic disability or death.

THE NEGRO'S RACIAL SUSCEPTIBILITY TO DISEASE

Much has been written regarding the matter of racial susceptibility to disease, but as yet convincing proof as to its existence or nonexistence is lacking. It will be seen from a review of the literature that the writers have in mind two very different things: (1) A real biological or racial difference, and (2) unlike historical experience, which has nothing to do with race. While it would be interesting to have exact information on these factors, it would seem to be of little practical value, for to change the Negro race biologically would be, to say the least, difficult, and only time can correct his lack of historical experience. In the meantime we have to consider the environmental factors which we know are important, the improvement of which we may depend on to produce results.

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SUGGESTED REMEDIES FOR SOLUTION OF HEALTH PROBLEMS OF NEGROES

Many remedies have been proposed for the solution of the health problems of the Negro people. In consideration of this fact, an attempt is made here to present only those which seem to be of practical value for the most immediate and desirable results. Therefore, the following suggestions are made for the guidance of those agencies responsible for the health and educational welfare of colored people:

Teacher-training institutes.—There should be a greater emphasis on integrated health-instruction programs in all teacher-training institutions and colleges, and more cooperation with State departments of education and health.

Public schools.—In the public-school system there should be an increased health service with trained medical and nursing personnel and adequate equipment.

Nurses.—There should be increased employment of Negro public-health nurses, well trained in public-health methods, and whose training is based on a good general education and experience in dealing with schools and communities. They should be attached to health or educational systems, but should be responsible to both.

Also, there should be developed one or more effective schools for Negro nurses with emphasis on public health. It should be in connection with a modern hospital or a college or university with hospital affiliation, where the nurses may receive correlated instruction in social science and general education. Further, this school should be located in a community offering satisfactory opportunities in public-health training and demonstration. There should be a reduction in the present number of schools for Negro nurses, the standards of the remaining schools should be raised, and the admission requirements should be improved both quantitatively and qualitatively.

There is, too, a definite need for postgraduate hospital courses for Negro nurses and for special courses that will give the nurse an understanding of the health problems of rural areas.

Government.—Greater emphasis by State and county and educational departments on the health problems of Negroes

is urged. In this connection it is recommended that the Negro physicians be considered essential factors, and that they be attached to the staffs of the health services in the various States and local communities.

Also, it is urged that Federal, State, and local governments discharge their obligation to their Negro citizens by correcting the conditions cited earlier in this report which are largely the responsibility of government and over which the Negro has little or no control.

There should be a State supervisor of health education to extend the work of State departments of health and education and of the colleges to the schools and communities. This supervisor should be well trained in problems and methods of health education and should be attached either to the State department of health or education, but responsible to both.

Training of physicians.—The need for more satisfactory arrangements for the training of Negro physicians and dentists and opportunities for improvement and service in the general medical and public health institutions is clearly indicated. Such arrangements would require the adequate support of the two medical schools, Howard and Meharry, which are educating 90 percent of the Negro physicians in the United States, an increase in the number of available internships in approved hospitals, and an increased number of resident Negro physicians in hospitals and sanatoriums. It further requires provision for more postgraduate education for these physicians and dentists.

Distribution of physicians.—Every effort should be made to induce the Negro physician to locate in those areas in which he is now needed.

Hospitalization.—Attention is called to the need for greater hospital facilities for Negroes. In addition to providing adequate medical service, modern hospitals are invaluable aids in inculcating sound health principles and the extension of health education in the community. A significant demonstration of the value of the Negro hospital assuming a community health education function is now being conducted in New Orleans by Flint Goodrich Hospital.

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Rural areas.—Peculiar rural conditions and the general shortage of health services, health instruction, and physical education make it imperative that special plans be made to improve the health service and instruction of rural schools. Teachers should be acquainted with the valuable materials and services available to rural schools in this field.

Financial support.—An equitable share of financial support and service for Negroes in health education and in economic and social welfare in all sections of the country is especially recommended.

Coordination.—A closer coordination of functions of all official and nonofficial agencies—national, State, and local—is needed. This is in order to prevent overlapping of efforts and to insure an effective health program.

Negroes' interest in health movements.—The continued co-operation and participation on the part of Negro people in the great health movements of the country is recommended. It is their obligation to do all they can to make such movements as the National Negro Health Week, tuberculosis and venereal programs, and child welfare efforts and their fostering agencies a success.

Attention should be called to the fact that the Negro race is making progress in achieving better health. It is from this progress that public health workers interested in the improvement of Negro health and the health of the country gain their inspiration and hope.

CHARACTER

Chairman, WILLIS J. KING, President, Gammon Theological Seminary;
Vice Chairman, B. E. MAYS, Dean, The School of Theology, Howard University

**OBJECTIVE: THE ABILITY AND DISPOSITION TO MAKE WISE CHOICES
IN THE VARIOUS LIFE SITUATIONS.**

INTRODUCTION

In our democratic society and in our increasingly complex economic and social order, character training is of increasing importance. The changes taking place in our population, our industrial, commercial, agricultural, and civic life, in the home, in matters of health, and in our recreation and

leisure-time activities tend to multiply human contacts, to increase the need of cooperation, and to make more necessary a consideration of the ethical principles in our conduct.

TOO MUCH MATERIALISM

It is generally believed that much of our present chaos and confusion is due to an overemphasis on the material aspects of life and an underemphasis of or mistaken approach to the moral and spiritual aspects.

Most of the leading thinkers of today are agreed that any far-reaching and permanent reconstruction of society must be predicated upon a changed attitude toward life and higher and finer ideals and conduct, and that the best instrumentality for effecting such changes is education. If, as has been assumed, the true objective of education is to change behavior, then the responsibility of education in teaching and changing conduct is unequivocal and inescapable.

OPPORTUNITY OF THE SCHOOL

Among the means for developing character may be mentioned the wise selection of content and methods of instruction in all subjects of study, the social contacts of pupils with one another and with their teachers, the opportunities afforded by the organization and administration of the school for the development of the sense of personal responsibility and initiative, and, above all, the spirit of service and of democracy which should permeate the entire school—principal, teachers, and pupils.

NEGRO MORALS IN RELATION TO THE STATUS OF AMERICAN MORALS

No phase of the changing American scene has felt the shock of disintegrating factors more than the moral life of Negroes. The effects of the complex elements operating in this realm in general have been accentuated among this minority group.

A fundamental fact that must be kept in mind in the study of Negro morals is that they are essentially American. The Negro slave was completely cut off from his African mores and forced to accept the American pattern. This

means that, in the main, the ethical ideals and practices of the average American community will be found to a large degree in the Negro community. The variations from the American pattern will be based on certain historical factors in the life of the Negro here in this country which are well known to all students of American history.

Under slavery, for instance, no permanent family life was possible. The slave had no rights that the master or community needed to respect. Even when the master was "good", his paternalism tended to develop a sense of dependence rather than one of self-respect and self-reliance. In freedom the Negro found himself in possession of the ballot and other responsibilities of a sovereign citizen for which he had little or no preparation and often was a prey to those who wanted to use him for selfish ends. It was under these circumstances that he first earned the reputation of venality as far as the use of the ballot was concerned. More serious still has been the fact that, as a member of a minority group which had the misfortune of having been enslaved, the Negro has not always enjoyed normal opportunities for development as a citizen. The differentials involved in the distribution of public funds resulting in inadequate school services is an example. The practice leads to inadequate school opportunities and endangers moral standards.

For the most part the Negro responds to the traditional sanctions of morality in much the same way as does his white neighbor. That is to say he has accepted as his ethical ideals, such traditional virtues as honesty, truthfulness, chastity, etc., but is guilty of the same sort of laxity in the observance of these sanctions as are other Americans. But here again are to be found variations. Take, for example, the generally accepted view of the lack of frankness of Negroes when dealing with members of the dominant racial group, a possible result of the master-slave relation and of the technique developed by the slave as a self-defense mechanism. Lack of respect for the property rights of others may be due to history and environment. Again since the dominant color pattern is white, the tendency frequently

has been to regard the members of the race of lighter hue as having distinct advantages.

There are certain other areas where the Negro shows himself lacking in moral sensitivity. They have to do with such weaknesses as: (a) Unreliability in keeping appointments; (b) lack of proper conception of the value of time, as far as beginning and closing meetings; (c) lack of the sense of obligation in repayment of loans or payment of pledges; (d) lack of responsibility for support of his own educational and eleemosynary institutions.

The economic situation of the Negro has greatly influenced his moral ideals and practices. His slave status especially influenced his attitude toward his competitor, the poor white man of the South. Between these two types of laborers there developed envy and hate. The going of the Negro craftsman from the South to the North brought him into conflict with the labor-union movement of the North. Being excluded from the union, it became necessary for the Negro to become a strikebreaker in order to earn a livelihood.

The shift from rural to urban industrial centers greatly affected moral standards. The old standards of morality collapsed with the new conditions of life. Where wages were low and housing conditions poor and overcrowded, a high percentage of delinquency was in evidence. Unemployment led to gambling, racketeering, prostitution, lottery, and other forms of dishonesty.

Of the larger population elements in the United States, the Negro group has the largest percentage of crime. Environmental factors such as racial segregation throw light on this situation. The Negro has his "place" in many communities, characterized by poorer schools, a disproportionate amount of illiteracy and fewer of the opportunities which develop law-abiding citizens.

In answer to the question as to the contribution of the Negro Church to the moral life of the race, it must be confessed that the church has not always sensed clearly the relation between preachments and practice. It has, however, encouraged a wholesome family life, taught cleanliness and thrift, and is extending the area of its interests so as to include the whole of life.

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IMPLICATIONS FOR EDUCATION OF THE MORAL SITUATION AMONG NEGROES

Education and morality are complementary in function. The ultimate aim of both is an integrated personality. The major factors which condition the ultimate end of education, namely, the achievement of character, are biological and environmental. Biologically, there is no difference between the Negro and other racial groups. The Negro has the same intellectual and moral capacities as other races. It would seem, then, that the environmental factors have the chief bearing in the formation of character and offer the greatest opportunity for education. A careful and impartial study of the environmental factors influencing Negro life, particularly those outside the school, show that these tend toward the disintegration of character and personality. As far as possible, these disintegrating factors must be eliminated if the Negro is to achieve real character. On the positive side, such agencies as the home, the church, and the schools—both tax-supported and private—must recognize the development of character as the chief aim and objective of their activities.

THE SCHOOL AND CHARACTER DEVELOPMENT

The schools—elementary, secondary, and college—are loudest in decrying the lack of moral standards and ethical conduct among young people and in proclaiming their high purpose of developing character, but probably accomplish less in achieving this purpose than other purposes which they declare. There is a failure on the part of the schools to develop character in the lives of pupils and students, no doubt, because of the absence of a definite program and procedure to this end. Moral education is not achieved by negation. Character is not produced by a process of repelling pupils and students. It is also true that character is not formed necessarily by positive commands, but evolves through a process of direct experience. The process of character education is one of corrective measures as well as developmental measures.

CHARACTER FORMATION THROUGH THE CURRICULUM

The entire curriculum of the school at all levels affords a rich opportunity for moral and ethical emphasis. History, literature, and civics are laden with possibilities of teaching moral lessons. For direct instruction in morals on the elementary school level, emphasis almost entirely will have to be placed upon the subjects of the curriculum.

ADULT EDUCATION AND CHARACTER

Education is a continuous process. Emphasis upon adult education is a recognition of the fact that in adult life there must be a continuous process of character formation and integration of personality. The attitudes fixed in early life and the emotional and intellectual experiences of the early years are basic to life philosophies and attitudes of later years, but for life to be a continuous process of growth, expansion, enrichment, and happiness it must be lived under such conditions and with such direction as to make possible this continuous integration.

THE COMMUNITY AND CHARACTER

The total environment of the child and youth must be simplified and directed to the end of serving as a wholesome influence in bringing about an integrated personality. All of the constructive agencies of the community must cooperate with the school in achieving character in the lives of the younger people of the community.

PART III. SUMMARY REPORTS OF COMMITTEES ON ADMINISTRATIVE LEVELS. ORGANIZATION, AND CONTROL

INTRODUCTION

What is education?—“Education is that process which so reconstructs our experiences and so orders our conduct that, as a consequence, our subsequent experiences and conduct are influenced, and our motives, aspirations, and ideals are changed.”

This is one of many definitions of education that may be given to express the modern educational viewpoint held today by many of the leading educators. It is simply saying that education has something to do with life—in fact, it is life; that its purpose is to alter behavior. If it gives knowledge, it is that our conduct may be guided by the accumulated experience of the ages. If it develops skills, it is to make our conduct efficient. If it teaches us how to think it is that our actions may be directed by reason. If it produces attitudes it is that we may see the relationship between our various activities, and, if it instills ideals, it is that our conduct may be actuated by high purposes.

Functional aim of education.—Thus it is seen that the aim of education should be functional; that it should make such changes in one that his daily activities in the major aspects of life shall be more personally satisfying and socially useful.

In line with this thought, we discussed in part II the ultimate and major objectives of the education of Negroes as formulated by the National Conference. The consideration of these objectives constituted the major work of the conference, and the functional committees, whose responsibility this was, devoted more time to their task than the other committees.

Means of attaining educational goals.—Realizing, however, that the statement of goals is futile unless a definite

path is charted and a vehicle is provided for their attainment, the conference also gave consideration to the questions of organization, administration, and control. For example, the committees on elementary, secondary, collegiate, adult, and rural education concerned themselves with ways and means of achieving the goals treated by the committees on home life, vocation, citizenship, recreation and leisure, health, and ethics and morals. The committees on public education, private education, and financial support of education dealt with factors of control as they related themselves to the various levels and kinds of education.

Needed solution of problems.—In order to approach a solution to some of these problems, the National Conference gave attention to the questions of articulation between the various levels of education; the coordination of different types of organizations; the synthesis of subject-matter fields; the integration of special problems in the education of Negroes; and the unity of education and life.

The hope was frequently expressed that education would find its materials in life—contemporary life—and that while holding to the best in the heritage of the past, it would free itself from the dead hand of tradition. The thought of Dr. J. M. Brewer was given recognition that "If there is anything of prime importance to be learned in the world, it is to live one's daily life well", and that of Drs. Wood and Beer who said that "School objectives have no validity except as they are comparable with the needs of the child who must be rediscovered as an individual."

GROUP I

ELEMENTARY EDUCATION

Chairman, **Mrs. HELEN A. WHITING**, *Atlanta University*; Vice Chairman, **EDNA M. COLSON**, *Director Div. of Education, Virginia State College*

SUMMARY AND FINDINGS CONCERNING GENERAL ADMINISTRATIVE FACTORS

To the end that Negro elementary education may fit the child to function more fully and effectively in his home life, his vocation, his citizenship, his leisure time, his moral and

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spiritual life, and in matters of health, the following suggestions regarding his elementary education are made:

Support.—A temporary Federal subsidy, administered by a Federal agency, to equalize fundamental disparities should be provided.

There should be a determined and unremitting insistence that adequate equipment be provided.

A continuous campaign is urged by Negro educators and liberal-minded white people for the dissemination of facts concerning the elementary education of Negroes in order that larger appropriations may be made. Persistent and expert publicity is desired in this connection.

Teachers.—Higher and more qualitative admission requirements for students entering teacher-training institutions, and more adequate certification requirements should be formulated.

Teacher-training institutions preparing Negro teachers, principals, and supervisors should be equipped and qualified to give their students the kind of education that the problem of the Negro elementary school requires of them. This means a type of teacher training that recognizes and relates itself to present-day realities and problems.

Salaries of teachers should be commensurate with their education and efficiency.

Supervision.—A well-organized system of creative supervision emphasizing teacher growth, desirable pupil growth, and the improvement of classroom instruction is needed.

Health.—Health supervision by State, county, and city officials should be the rule rather than the exception.

Preschool clinics should be established in every elementary school system.

There should be conscious effort to make health education and practice a part of every school activity.

Curriculum adaptations.—An enriched curriculum should be constructed upon the principle of the adaptation to and the organization of experiences in accordance with the sociological needs of the locality and the psychological needs of the individual child, rather than upon the basis of undetermined and probably nonexistent racial needs. The curriculum should provide maximum opportunity for the de-

velopment of individual interests and abilities, including creative and aesthetic outlets. It should make possible a realistic education which utilizes the method of learning by participation in socially useful work.

Special curricular adaptations to problems of a biracial society should be made in the schools of both races. This recommendation should imply revision of courses of studies and textbooks; and surveys and investigation of many local situations to discover local needs.

There should be much greater use made of museums, excursions, visual instruction, and of equipment and materials that will give real and rich experience to the pupils.

So-called "extracurricular activities" should be made a part of our curriculum. This will make possible the development of such traits as leadership and self-expression.

School a community center.—Making the school a community center will give it the opportunity to improve economic conditions and health situations, to raise the status of the home, to teach recreation as an essential factor in life, and to enrich the spiritual life of the whole community. This recommendation embraces efforts in the direction of adult education.

Pupil personnel.—The lack of enforcement of laws for compulsory school attendance and those governing child labor is a potent cause of the low enrollment and percentage of daily attendance in the Negro elementary schools. The Negro school reaches fewer of its educables than does the white school in the same locality. A smaller enrollment and a poorer attendance are in direct proportion to unavailability of schooling, as seen in the number of days that schools are kept open and the number of teachers provided.

A definite campaign should be made in the upper grades to induce more pupils to continue into secondary schools. In this connection there should be developed a program of vocational education and guidance.

Excessive retardation demands drastic action. This action should make for better attendance by the enforcement of compulsory education laws and by skillful classroom guidance which teaches pupil success rather than pupil failure. Elasticity of promotional plans is one remedy.

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The high rate of crime in the Negro race proves the necessity for character education. Morality and character may best be taught incidentally but always consciously by the teacher.

Exceptional children.—Special attention should be given to detecting and furthering the development of gifted children.

In large school systems provision should be made for ungraded and special schools. Problems engendered by the presence of deviates should be studied in both pre-service and in-service training of teachers.

Library.—The elementary-school library should be well equipped and effectively administered.

Experimentation.—Rigorously planned and scientifically executed long-time experimentation is urged so that gradually there may come into being a body of scientifically derived principles for the guidance of education for Negroes on the elementary level. Experimental elementary schools should be set up where finances permit.

Teacher retirement.—The retirement, on pension, of a considerable number of older teachers is recommended. This would include some of the older group who find it difficult to adjust themselves to the changing points of view and practices as related to the present-day economic condition and social order.

Other administrative features.—State-wide uniform school terms should be inaugurated. Because of the fact that so many Negro children are unable to obtain textbooks, free textbooks should be supplied wherever possible.

Consolidation of schools and transportation of pupils would serve to advance the educational opportunity of hosts of Negro children living in rural areas.

PROBLEMS DEALING WITH DIFFERENTIATION

In view of the widespread interest in the matter of curriculum adaptation, the following observations are made with reference to the Negro:

1. Adaptation or differentiation in elementary schools for Negroes does not indicate different objectives from those held for American elementary education in general; nor

should it be based on the assumption of innate racial differences or of supposed racial inferiority, but rather on the utilization of the materials of a given environment and the active recognition of individual and group needs, abilities, and interests.

2. Adaptations, modifications, and differentiations made in elementary schools for Negroes because of such conditions as excessive retardation, poorly prepared teachers, short terms, inadequate equipment, etc., should not serve to justify or to perpetuate these conditions, but should attempt to remove these limitations.

3. No differentiated program should be set up for the Negro race as such, but rather for groups of Negroes living under certain occupational and environmental conditions, and with a given economic status.

SECONDARY EDUCATION

Chairman, H. L. TRIGG, *Inspector of Negro High Schools, Raleigh, N. C.*; Vice Chairman, G. D. BRANTLEY, *Principal, Summer High School, St. Louis, Mo.*

SUMMARY AND FINDINGS CONCERNING PRINCIPLES

Lack of guiding principles.—Secondary education for Negroes has been characterized by a lack of guiding principles other than imitation. Memorizing subject matter has been the chief end of instruction, and accredited rating the coveted goal of organization and administration. Following accrediting comes complacency, and administration has no other end than perfecting itself.

Importance of adaptation to local and individual needs.—Granting that education in its general principles, aims, and purposes, is the same for all people, it is imperative that adjustments be made in secondary school organization and administration to compensate for the inferior quality and limited quantity of experience possibilities in the environment of Negro youth. The textbook is a mere part of the materials of education, and obscures the true purposes of school when its absorption becomes the chief end of school activity.

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Pupil participation required.—One solution of some of the problems encountered in an attempt to achieve the purposes of secondary education is the provision for pupil participation. Pupils should participate in the selection of purposes for the school as a whole and its various activities, and in the administration of the activities on the highest level of the individual pupil's capacity. The skills, habits, attitudes, appreciations, ideals, and interests necessary for healthful and ethical participation in home, work, recreational, and civic life are developed in actual practice. Exercise is one of the primary laws of learning. The abilities and traits which are the desired outcomes of secondary education will not be acquired if instruction is limited to memorizing the words of the book.

OUTLOOK FOR SECONDARY EDUCATION FOR NEGROES

If there is to be a positive and desirable difference in the living of the students who have the advantage of 4 to 6 years of formal education above the elementary level from those who have not had this advantage, our high schools must (1) recognize differences in individuals and groups, and in their environments; (2) provide for materials and activities in adequate quality and quantity to take account of these differences in the total secondary school population, giving full opportunity for pupil participation in these activities and in selecting and enriching these materials; and (3) set up definite procedures in schools regardless of size for distributing students in activities of the school and community, and insuring their happy participation.

CERTAIN ISSUES AND PROBLEMS IN SECONDARY EDUCATION FOR NEGROES

1. The program of studies for the Negro secondary school should differ only insofar as the abilities, needs, and interests of individuals or groups justify additional or different offerings. An assumption of difference in terms of race has no scientific foundation.
2. Equality of opportunity in secondary education shall be interpreted as meaning an equal chance for every individual

to grow unhampered in the fields of his capacities, aptitudes, and interests.

3. It is well in theory to say that the Negro shall be trained for full occupational participation in American economic life, but the fact is that he works constantly on the fringes. The only limits to his training are ability, aptitude, and interest, but his employment after training is limited by the job possibilities. The question is, Can he hope to break down economic barriers more quickly by building up all lines of service for himself or by continued attempts to demand participation where he has no control? The answer to this question will assist in the selection of immediate and remote objectives for secondary education among Negroes.

4. Skill in the trades can be readily and economically acquired on the job. The secondary school period is needed by Negro youth for acquiring facility in adjustment to home and civic life, leisure time, and in physical health. It is also requisite to necessary development of a composite of behavior tendencies needed in all phases of participation in group living. Offerings in the field of trades and industrial education (not industrial arts) in the secondary schools for Negroes should be restricted to distinctly over-age pupils, those whose environment plainly precludes the possibility of completing the secondary school and those cases in which economic conditions of the home control the situation.

5. The Negro, like any other race, must survey both immediate and remote objectives. The logical beginning is with the immediate aims. There is nothing incongruous in blending immediate and future objectives. However, a person becomes hopeless if he ignores the future, and merely prophetic if he ignores the immediate. The Negro secondary school student should be inspired to work for immediate aims, which must necessarily antedate his future hopes.

6. Because many students drop out of school before the end of the high-school period, the early years of secondary schooling should give them the opportunity to study all phases of their assured future activities, insofar as these are ascertainable. It should very positively aim to create in the Negro adolescent a desire to establish a home superior to

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that of his early childhood, and should concretely teach him how to establish that home.

Toward the teaching of this worthy home membership, curricula should be carefully organized in those elements of the practical arts, child study, scientific gardening, the fine arts, and ethics, which are fundamental to efficient home making. The teachers and supervisors in these fields should be competent not merely as tradesmen, but as educators who know how to develop the desirable direct and indirect educational outcomes in their students.

7. The majority of Americans, including many Negroes themselves, still consider the Negro inherently inferior and proscribe his social freedom. The secondary school should endeavor through education in homemaking, character, and culture to elevate his status and his own self-respect.

8. Negro colleges, in order to improve the work within the colleges, must seek ways of improving the work in the secondary schools.

9. The school too often fails at each lower level to give sufficient trial and exploratory experiences out of which the pupil may proceed intelligently toward the requirements of the next higher level.

10. The Negro high-school pupils coming from elementary schools having short terms and poorly prepared teachers are often handicapped in beginning their regular high-school work. The average high-school teacher expects too much of the pupils coming from the elementary schools. He does not fully appreciate how little these students know. In addition to performing his regular functions, the teacher should endeavor to repair the students' defects. Only by doing this for the student will it be possible for their secondary education to be effective.

COLLEGIATE EDUCATION

Chairman, DAVID A. LANE, Jr., *Dean, West Virginia State College*;
Vice Chairman, JAMES T. CATER, *Dean, Talladega College*

GROWTH OF NEGRO COLLEGES

The colleges and universities for Negroes that have grown up in the United States during the past 80 years as the top-

most round of what is virtually a system of schools for Negroes have made remarkable progress in spite of discouraging difficulties. The latest available data show:

1. Approximately 120 such institutions, 25 percent of them publicly supported, in 20 Southern and border States, including the District of Columbia, and extending as far northward as Pennsylvania.
2. An enrollment of approximately 38,000 students, divided about equally between public and private institutions.
3. Sixteen colleges and universities fully accredited and 22 others with class B accreditation by their respective regional accrediting associations; 1 university on the approved list of the Association of American Universities.

DEFICIENCIES IN COLLEGIATE EDUCATION

Notwithstanding the gratifying progress that has been made, however, the operation of these colleges, as a group, is faulty in several important respects not peculiar, to be sure, to colleges for Negroes, but of peculiar acuteness in their case and seriously affecting their efficiency.

1. Although their student bodies are largely unselected, they do not, in the main, adapt their programs to the students' varying needs, backgrounds, and capacities, nor do they give adequate educational and vocational guidance or provide adequate extracurriculum enrichment.
2. There is general lack of definitely formulated and clear-cut objectives on the part of the several colleges.
3. With few exceptions, their curricula follow the traditional pattern, with infrequent modification to meet special needs or changing conditions.
4. In certain areas there is intensive and undesirable competition among colleges for students, leading frequently to a lowering of standards in order to maintain enrollments; in other areas, on the other hand, provision for collegiate education is meager or almost entirely lacking.

5. There is general inadequacy of income, resulting in stinted equipment, poorly paid faculties, and administrators who are so busily engaged in an endeavor to secure support that the educational interests of the institutions are sometimes neglected.
6. The economic condition of Negro parents often makes it difficult, if not impossible, for them to offer to sons and daughters of unquestioned ability the opportunity to procure a college education. As a result, many of these able students never reach college, while many who enroll are so handicapped by the necessity of earning a living while attending college that the quality of their work suffers. The Negro college, moreover, has little to offer them in the way of scholarships and loans.

IMMEDIATE NEEDS IN COLLEGIATE EDUCATION

The committee is convinced that it is incumbent upon the college for Negroes, which is a young college as compared with the American college in general, to correct these defects within a reasonable time. The committee recommends:

1. That the administration and faculty of every college and university for Negroes adopt the techniques of modern student personnel administration, including the use of cumulative personnel records, the adaptation of curriculum offerings to individual interests and capacities, and the provision of effective educational and vocational guidance.
2. That each college and university reexamine its objectives and curriculum with a view to relating them more effectively to the life of its clientele.
3. That a carefully organized continuing survey of the field of higher education among Negroes as a whole be made for the purpose of planning for the development of this group of schools for a long-term period. Such a survey would gather and present such data as would aid in determining the following facts:
 - (1) The number of students to be served annually.
 - (2) The extent and character of the several kinds of services needed.

- (3) The number and kinds of schools needed to perform the several classes of service.
- (4) The cost of operating these schools for a high quality of service and at a high rate of efficiency.
- (5) The probable ability of students to pay the cost of the service rendered.
- (6) The best locations for the several kinds of schools required.
- (7) The necessary adaptations required to fit the present group of Negro colleges to the needs indicated by the survey.

RURAL EDUCATION

Chairman, MARIE CARNEY, *Teachers College, Columbia University*;
Vice Chairman, ANNA M. P. STRONG, *State Director of Teacher Training in Negro Schools, Little Rock, Ark.*

PRELIMINARY STATEMENT

The committee on rural education directs attention to the fact that the characteristic of *ruralness* still dominates every phase of American Negro education and social life. This is shown by the following facts:

- 56 percent, or more than half of all American Negroes, are *rural*, that is, live in the open country or in villages of less than 2,500 population;
- 39 percent, or nearly two-fifths of all Negroes, live actually on the land;
- 93 percent of all Negro schools are of the 1-, 2-, and 3-teacher type, 64 percent being 1-teacher schools.
- 1,175,000 children, or nearly half the total school enrollment, come from farms.
- 24,400, or nearly half of all Negro teachers, are employed in schools of the 1- and 2-teacher type.

Thus on every numerical count—in population, school enrollment and buildings, teachers and all else—the rural school situation affects the field of Negro education and may lay claim to primary attention in any consideration of this subject.

But it is not only on the basis of statistics and percentages that the *rural* school and farming dominate Negro life. Even more significant, in terms of human welfare, is the

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extreme neglect and retardation of every phase of social, economic, and educational effort involved in rural living. This deplorably low status of Negro schools and farming cannot be dwelt upon here. Let it be summarized only as the greatest single challenge to the principles of democratic government to be found anywhere in American life today.

In formulating programs designed to meet conditions in this field it should be remembered that real education is life and that the problems of rural education are as broad and varied as life itself. This means that no adequate solution of rural education is possible except through a unified attack upon all fronts and levels at the same time. It means also there can be no hope of ultimate success until farming as an industry is put on a sound economic basis for both white and colored.

GENERAL CONSIDERATIONS

With these considerations in mind the committee on rural education approaches its specific task by submitting three broad recommendations of general rural import:

1. The first of these is for the enlistment and training of competent and devoted leadership representing every phase of rural education and country life—national, State, county, and local.
2. The second is for the conduct of rural conferences, campaigns, and publicity. These to reach the general public, both white and colored.
3. The third is for State and Federal aid, generously provided, carefully safeguarded, and equitably distributed.

SPECIFIC CONSIDERATIONS

Among the specific considerations to which the committee on rural schools directed its attention are the following:

CURRICULUM

It is advised that the elementary school curriculum for Negro rural children, while fundamentally the same as curricula for urban or white children everywhere, should be modified or adapted in several respects—notably to the experiences and needs of the children,

and to the limitations and practical realities of short school terms, retardation, and poorly qualified teachers. In doing this, however, any compromise with principles or ultimate goals should be clearly recognized as a temporary expedient and carefully safeguarded to prevent fixation.

TEACHER TRAINING

In the matter of teacher preparation for rural schools it is suggested:

- (1) That all Negro institutions of higher learning, both public and private, seek to professionalize their offerings in this field still further and that State agricultural and mechanical colleges organize their teacher preparation under a separate division of education, not as a subordinate activity under the liberal arts division.
- (2) That much greater emphasis be given by teacher-training institutions to the preparation of teachers for elementary schools.
- (3) That all elementary teachers be required to prepare for both graded and ungraded situations; that is, for schools of semirural type. This is advised first, because schools of rural and semirural character are the dominant type in Negro life, and, second, because most young graduates will have their initial experience in schools of this size even when entering urban schools later.

In this specialized rural preparation the following specific courses and activities should be offered:

- (1) A course in nature study and agriculture.
- (2) One in rural sociology and economics.
- (3) A third in rural education or the technique of teaching in small rural schools.
- (4) Practice teaching in typical rural schools.

SUPERVISION

In the judgment of this committee, Jeanes supervisors, as now functioning, are unreasonably burdened with both work and responsibility. In this attention is called to the

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fact that many Jeanes workers serve in 5 or 6 professional capacities. They perform numerous duties which belong properly to the county superintendent of schools. They act frequently as county home demonstration agents, also as county nurses, social workers, and directors of relief, both emergency and regular. Finally, in the margin of time remaining they are supposed to become experts in rural school supervision. To remedy these conditions this committee believes:

- (1) That this situation should be frankly recognized, and every possible effort made to relieve the Jeanes worker from some of the numerous demands now associated with her office.
- (2) That with such relief Jeanes supervisors should concentrate more fully on the professional problem of technical school supervision, safeguarding, however, the close community contact which has made Jeanes work so successful at home and so widely imitated abroad.
- (3) In making the foregoing recommendations there is no implication of neglecting the social welfare of Negroes. To safeguard this it is recommended that special Negro agents be employed ultimately in all the various social fields now undertaken by Jeanes workers. Meanwhile white agents employed in counties with heavy Negro populations should be induced to take over the responsibility and activities for colored people, as well as for white, in their respective fields.
- (4) But while present conditions hold, it is recognized that Jeanes supervisors must continue their varied program of responsibility. To help in this, attention is called to the advisability of selecting the most important and urgent activities in the local situation and of formulating these into a definite program sufficiently restricted to offer some hope of successful realization.

ADMINISTRATION

Larger taxing units, consolidation of schools, transportation, and the equalized distribution of funds, are all as necessary for the improvement of Negro rural schools as for

white. These benefits are not likely to accrue, however, until Negro school children and their needs are better known and more favorably regarded by those in authority. For this reason it is held that all Boards of Education, both county and local, in areas having an appreciable Negro population, should have at least one colored member to represent the interests of Negro schools.

FINANCE

In the matter of finance this committee heartily endorses all recommendations in this field as made by the committee on school support. In addition it advises that Negro educators and all others interested in the welfare of colored children strive to foster laws for publication of annual statements on the distribution and use of all school funds both white and Negro. Such publicity, it is believed, would work to the ultimate good of Negro children.

COMMUNITY RELATIONS AND ADULT EDUCATION

The three chief community functions of the rural school in addition to its basic responsibility of educating children and youth of legal school age are: (a) To provide socialized and extracurricular activities for children; (b) to educate school patrons so that they will provide adequate support for and show appreciation of schools; and (c) to cooperate with other social agencies in such of their activities as are educative to children of school age.

In fulfilling these functions it is advised that the following activities be generally and extensively developed throughout all types of Negro rural schools: (a) Boys' and girls' clubs or junior extension work as promoted by the United States Department of Agriculture; (b) parent-teacher associations or school and community leagues; and (c) personal contact and cooperation on the part of the teacher with the churches, lodges, farm organizations, and other social agencies of the rural community.

Attention is called at this point to the great need of disseminating information and advice on these programs among Negroes and to the important role the public school, both rural and urban, may play in this connection.

LAND-GRANT COLLEGES

Finally, this committee believes that the most disturbing situation in many respects to be found in the whole realm of rural education among Negroes is the indifference of agricultural and mechanical colleges to the pressing problems of those on the land. Though originally established to promote the development of agriculture and country life and still drawing much of their support from Federal funds dedicated to this purpose, many colleges of this type complacently ignore the tenant population at their very doors.

To correct this situation this committee suggests that every agricultural and mechanical college in the South would do well to "adopt" or affiliate with itself one or more typical rural communities to be used as a laboratory or experimental center for the focus of its social, economic, and agricultural instruction. In such a demonstration community center the departments of agriculture and home economics should come face to face with the realities of 1-mule farming and 2-room cabins. Here, too, the department of sociology could test its principles of social theory against petty jealousies and embarrassing financial condition of the Negro rural church; while members of the education staff would find full scope for all their talents in attacking the numerous and baffling problems of the 1- and 2-teacher schools in such a neighborhood. In this way the instruction, activity, and thinking of both faculty and student body could be naturally redirected toward rural life and the community demonstration would become a source of stimulation and suggestion to the whole country side.

This, in turn, would provide much of the leadership mentioned, and human interest and leadership, in the last analysis, are the primary essentials for all social reform.

ADULT EDUCATION

Chairman, JOHN HOPE, President Atlanta University; Vice Chairman, MAE HAWES, Director, Adult Education Experiment, Atlanta, Ga.

NEED FOR ADULT EDUCATION

A phase of education receiving considerable attention today is adult education. And well that it may, for we have

become conscious of our past folly in ignoring this rich and vital instrument for social betterment. How silly it was to believe that we could take a child 6 years of age, keep him within the four walls of a classroom, slavishly accumulating little bits of facts, and dates, and unrelated knowledge for 4, 8, or 12 years, and then expect him to function effectively in an ever-changing social order throughout the remainder of his life.

Adult education is made necessary today, first, because the education given the youth has not been of a character to carry over into adulthood. In the second place, adult education is necessary because the world is changing so rapidly that however well one may be educated, unless he keeps up and continues to make adjustments, he soon finds himself behind the procession. A third reason is the fact that the nature and demands of our intricate and materialistic age require new incentives and motives for living. It appears now that our only sources for such motives are in continuous intellectual, social, emotional, and spiritual growth. This is possible for the majority of people only through and by means of a purposeful program of adult education.

IMPORTANCE OF ADULT EDUCATION FOR NEGROES

Negroes need adult education for all the reasons mentioned and, in addition, because of the following facts: (1) There is still a large group of illiterates among them which is a drag on the whole race; (2) nearly three-fourths of all Negro children never advance beyond the fourth grade (this means that the majority of Negro adults, being fourth graders or less, never received the simple, elementary ideas and skills to enable them to cope effectively with the minimum demands of our old static society, to say nothing of our present dynamic order); (3) the education which has been received has been below standard in terms of teacher preparation, equipment and facilities, term length, curriculum, teaching and administrative procedures, and educational atmosphere. So it is obvious that Negroes are in greater need of adult education of all kinds than perhaps any other group in our population.

The national conference recognized this fertile field of service and had a committee on adult education which gave

careful consideration to many of the problems just discussed.

PRESENT STATUS OF ADULT EDUCATION FOR NEGROES

In the absence of reliable and comprehensive data relative to this topic, it would appear that comparatively little has been done in the field of adult education either for or by Negroes, except those efforts which have been attempted by such organizations as the church, the Y. M. C. A., the Y. W. C. A., parent-teacher associations, the Urban League, Federated Women's Clubs and other clubs, evening and night schools, forums, etc. These, however, have not become integrated and coordinated. According to the Handbook of Adult Education in the United States for 1934, "Adult education for Negroes, even in the days of prosperity, did not keep pace with adult education for whites and during the present economic crisis many of the projects initiated within the last decade have ceased to function altogether."

The American Association for Adult Education, the integrating force of the adult education movement in the United States, in 1931 initiated a 3-year experiment in adult education for Negroes in New York City and in Atlanta, Ga. Dr. Alain Locke was invited by the association to appraise both experiments. He says in his report:

The decided success of the work at both centers chosen as experimental points * * * has demonstrated unmistakably the need for and desirability of special programs in adult education for Negro groups both in northern and southern communities. This is a special need, and it would seem, a special response, if the experience of these two projects is typical. In addition to the general value of an adult education program and reenforcing it, these racially organized programs have contributed something very much needed in the average Negro community—a conservative, educative, and nonpropagandist channel of expression for their racial feelings and interests.

In addition to the Harlem¹ and Atlanta experiments, mention should be made of the work of Jeanes supervisors, agricultural extension agents, and home demonstration agents. Although it has not been so labeled, these groups of workers for several years have been carrying on a very effective and

¹A discussion of this experiment by Sara Reid, director, will appear in the full report.

comprehensive program of adult education among Negroes in the South. Some States have organized far-reaching programs in this work.² The work of the Federal Emergency Relief Administration, and that being conducted in the C. C. C. camps will undoubtedly have a great influence in the formulation of all future programs of adult education. Although the Negro has in the past given little attention to the important development of the adult education movement, it is imperative in the future that he shall keep abreast of all phases of the movement and integrate himself into them.

GROUP II

PUBLIC EDUCATION

Chairman, GARNET C. WILKINSON, *First Assistant Superintendent of Schools, Washington, D. C.*; Vice Chairman, J. S. CLARK, *President, Southern University*

EQUALIZATION OF SALARIES

It is the judgment of this committee that we should directly approach all administrators in the educational systems of the several States, and all who have influence in securing funds for educational purposes, with the request that they use that influence for the equalization of salaries, the principle being equal pay for equal service and preparation. Moreover, we go on record as requesting in every State representation on the boards and councils.

OUT-OF-SCHOOL POPULATION

We should set up a constructive and preventive program in the interest of that vast out-of-school population from which are coming at the present time our criminal and delinquent elements. There is no hope for this class unless the educational program of the country provides for it. Money must be found for this program. Funds devoted to constructive work for youth are more wisely and profitably spent than are those which must go to corrective and penal institutions.

²A discussion of adult education in the rural sections of Georgia by Frank S. Horne, Dean and Acting principal of the Fort Valley Normal and Industrial School, will appear in the full report.

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PUBLIC SENTIMENT

The task of securing favorable public sentiment toward the education of Negroes varies from State to State and often from district to district. Although notable improvements have been made, yet the attitudes of the public toward the education of Negroes are all too generally unfavorable. These attitudes are expressed in State laws, policies of public servants, and the press. Five hundred times more space is given in the press to Negro crimes than to Negro accomplishment in education or in any other field. In this connection the Negro press itself is no small offender. Financial support of Negro public schools is generally more inadequate than the support of schools for white persons.

One method of attacking the problem is to work toward the repeal of unwise laws and the enactment of more adequate and just measures. This, it is understood, is easier said than done, for the active participation of Negroes in politics is slight and those persons whose duty it is to legislate for the people are more often hostile or indifferent. The task, however, is not hopeless, as proved by the recent success of the Negroes in Kentucky. Those interested in the education of Negroes first made a thorough study of the then existing legislation and the educational needs of Negroes in the State. Then, these educators, by marshaling the strength of such organizations as the Kentucky Negro Educational Association and cooperating with the Kentucky Education Association and State authorities were able to secure the passage of a school code of marked improvement.

With the improvement in the statutes must go a close attention to the attitudes of the administrative personnel. It is one thing to have a good law and quite another to see that such a law is properly interpreted and administered. Efforts must be tireless to secure, if possible, the election or appointment of intelligent and sympathetic individuals to the municipal, county, State, and other controlling boards. Those interested in the education of Negroes must know the law and must become articulate when the interpretation and administration of such laws are not beneficial.

It is recommended that, since no comprehensive study of public sentiment toward the education of Negroes seems to

be available, such a study be made. It should reveal the present public attitudes and the techniques which have been or may be used for improvement.

SECONDARY EDUCATION

The committee is appreciative of the tremendous increase in appropriations for the maintenance of Negro schools and increase in high schools in the southern section of the country. There is still, however, much more to be done for there are many counties of the country in which the high schools provided are totally inadequate, while in hundreds of other counties no provision whatever has been made for high-school education of Negro youth.

GUIDANCE

The committee recommends an adequate guidance program for colored schools. This program should consider not only the present occupational openings for Negro children, but also should address itself to the problems of constantly increasing the vocational openings for colored youth.

EQUALITY OF EDUCATIONAL OPPORTUNITY

Equality of educational opportunity in teacher preparation, in physical plant and equipment, in length of school term, in salaries, in professional growth, in curricula offerings, and in tenure is regarded as fundamental.

NEGRO SCHOOLS IN THE NORTH

Enforced segregation, whether by law or local pressure, in education as in the general life of the people is undemocratic and its further extension should be discouraged.

TEXTBOOKS

American civilization is the result of the worthy strivings of all of its people. Textbooks used in the public schools of America not only fail to record the contribution of the Negro to American life, but also all too frequently reflect discredit upon the Negro. We urge, therefore, upon publishers, boards of education, superintendents, principals, and others having to do with the selection of textbooks for public schools to make this a matter of official concern.

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COMPULSORY EDUCATION

Although compulsory education is a fundamental principle in American life, studies show that more than a million Negro children of school age are out of school. We, therefore, urge those responsible for the administration of compulsory attendance laws to make them effective.

PRIVATE EDUCATION

Chairman, ARTHUR D. WRIGHT, *President, The Jeanes-Slater Funds*;
Vice Chairman, DAVID D. JONES, *President, Bennett College for Women*

EDUCATION INITIATED BY PRIVATE INTERESTS

A study of the history of education will show in almost every nation that the beginnings of an educational system are to be found in the records of private educational enterprises. This is as true in the case of the education of Negroes as it is in the case of the education of any other race.

INFLUENCE OF PRIVATE EDUCATION OF NEGROES ON PUBLIC EDUCATION

Following the close of the Civil War, and in some cases even before the actual cessation of hostilities, educational institutions for the Negro race began to be established, and in every case the beginnings were to be found in privately supported institutions. Public systems of schools for Negroes soon began to appear. As a result, many of the weaker private schools, counting their work as completed, discontinued operations. Other privately supported institutions were turned over by their trustees to the public-school systems, and yet other privately supported institutions, offering some important and unique contributions to educational activities, continued to serve the constituencies for which they were founded.

NUMBER OF PRIVATE INSTITUTIONS

Today we have almost 100 privately supported institutions for Negro youth on the college level, fully as many similar institutions on the high-school level, and a large number of elementary schools supported by private agencies of one sort or another.

JUSTIFICATION FOR PRIVATE INSTITUTIONS

The private educational institutions for Negroes can and should ask themselves whether there is justification for their existence, and in attempting to answer that question certain considerations must be kept in mind. The committee on private education of the National Conference on Fundamental Problems in the Education of Negroes subscribes to the following summary of facts and conditions concerning educational institutions for Negroes that are privately supported:

FINDINGS

1. The contributions to the cause of the education of Negroes by the privately supported institutions have been and still are many and important.
2. The time has not yet come when the cause of the education of Negroes can be maintained without the contributions from the privately supported institutions.
3. Privately supported institutions in a great many cases supply educational needs not supplied by publicly supported institutions.
4. Privately supported institutions have offered in the past and will continue to offer in the future an invaluable field for experimentation and the trying out of new ideas.
5. The training of the necessary ministers and other religious leaders is a task that must be met by the privately supported institutions.
6. Privately supported institutions in general are not justified in asking the public for funds for their support unless they give promise of rendering efficient service.
7. There is no place for a spirit of competition between publicly supported and privately supported institutions unless it be a competition to see which institution can offer the highest grade of work.
8. The cause of the education of Negroes in the United States still needs a number of privately supported institutions on each of the levels of elementary, secondary, and higher education, and sufficient funds should be secured to make such institutions measure up to the highest educational standards for any educational institutions of similar grade.

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9. Public-school authorities should assume full responsibility for elementary and secondary education for all children. The existence of privately supported institutions on the elementary and secondary levels should not be used by public authorities as an excuse for failure to assume this obligation. Private institutions should not allow themselves to be placed in the position of hindering the States from assuming this service.
10. Privately supported institutions, no less than publicly supported institutions, should be conscious of the obligation imposed upon them to provide education that will definitely contribute to the betterment of home life, furnish vocational education and vocational guidance, training for highest ideals of citizenship, training for sensible recreation and adequate use of leisure time, and provide consideration of and encourage living up to the best ideals of health and stimulate the development of standards of ethics and morals that are essential to a sound society among any people.

FINANCIAL SUPPORT OF NEGRO SCHOOLS

Chairman, FRED McCUISTION, *Executive Agent, Southern Association of Secondary Schools and Colleges*; Vice Chairman, HORACE M. BOND, *Dean, Dillard University*

INTRODUCTION

In the preceding sections attention has been given to the aims and objectives in the education of Negroes, and to certain philosophies upon which these goals have been or should be projected. Also, consideration was given to the educational organization and administrative machinery necessary in order to attain the formulated goals. This section will treat of problems involved in financing the educational program outlined. This is a logical procedure. School finance is a very important matter, but only insofar as it makes possible an effective educational program. Relatively greater educational returns may be achieved with a small amount of money if there is a planned and efficiently administered educational program than with a larger amount of money for an unplanned and ineffectively ad-

ministered educational program. But, however thorough an educational program is projected, it will be ineffectual without adequate funds to finance it.

FINANCE AND EQUALIZATION OF EDUCATIONAL OPPORTUNITY

This section is concerned with problems of public finance as they relate to the equalization of educational opportunity—for all children—but more particularly for Negro children. "One of the great challenges in the development of the American people in evolving the implications of democracy has been and still remains the definition of the principle of equality of educational opportunity."¹ The whole question is complicated by many confusing factors and controversial issues, for example, local autonomy and States rights. However, there is one underlying principle to which most persons informed on the subject will subscribe, namely, "that the fundamental purpose of equalization efforts, State or Federal, has been to approach a desirable program of education." And, whatever increased aid local districts or States receive from outside sources for equalization purposes it will be of little value unless it is reflected in an improved educational program commensurate with the amount of aid received.

PROVIDING FOR A MINIMUM PROGRAM

Authorities in school finance believe that equalization funds should guarantee a minimum educational program for all the children. If all the children of the area being aided are not given equal opportunity to receive an education in keeping with their interests, needs, and capacities, then the system of equitable support made possible is vitiated and the principle of democracy is violated.

ESSENTIALS OF A MINIMUM PROGRAM

Among the elements to be considered in a minimum educational program, the following appear to be essential: (1)

¹ Mort, Paul R. *State support for public education*. Washington, American Council on Education, 1933.

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Available and accessible schools, (2) term length, (3) number and qualification of teachers, (4) curriculum offerings, (5) equipment and facilities, (6) transportation, and (7) tuition of nonresident students.

DEFICIENCIES IN THE MINIMUM PROGRAM FOR NEGROES

In the States maintaining separate schools for the two races it has been shown that in practically every case Negroes fall short of approximating the accepted standard. And when the minimum program for whites is below standard, as is frequently the case, the Negroes' deficiencies are greatly accentuated.

Serious inequalities exist between colored and white schools in practically all the essentials of a minimum program listed. In considering educational need of localities and States, this fact should have significance. Also, in considering the effort of communities and States to support education, their attempt to equalize the educational opportunities of all their children—rural and urban and colored and white—should be an important criterion.

In all discussions of minimum programs of education, the qualitative aspects should be borne in mind as well as the quantitative.

CERTAIN FACTORS UNDERLYING EQUALIZATION SYSTEMS*

Need.—There are no absolute indexes of educational need that may be applied universally; however, it is believed that within a given State a "defensible minimum educational program" can be established and a measure of need derived in terms of the extent to which communities and districts within the State fall below that minimum and the funds required to bring them up to it. In all such calculations a true measure of need cannot be attained without treating Negroes on an equal basis with others. However, there is not as much danger of their not being included in calculating need as in distributing the funds after they are received.

* Discussed at length in *State Support for Public Education* by Paul R. Mort, American Council on Education, Washington, D. C.

Ability.—From the broad point of view ability of a district or State to support a minimum educational program should be based on potential wealth as well as actual wealth. There would then be a tendency for the districts or States to adopt progressive measures in developing their natural and human resources. However, ability will be discussed here from the narrow point of view, namely, the extent to which revenue can be obtained through the operation of the taxing system. Viewed from this angle, it is possible to increase the ability to support an educational program by improving the taxing system. Some of the factors that should be considered in determining the ability of a district or State to pay for education are:

1. Size of the taxing unit (small districts increase inability).
2. System of assessments (uncoordinated assessment systems result in inequitable assessment).
3. Plan of collections (inefficiency here results in great loss due to tax delinquencies).
4. Economy in expenditures (securing adequate returns for each educational dollar spent).

The National Survey of School Finance⁸ discusses the possibilities of making economies in educational expenditures under the following eight expenditure headings: (1) General control, (2) instruction, (3) operation, (4) maintenance, (5) fixed charges, (6) debt service, (7) capital outlay, and (8) auxiliary agencies and coordinated activities.

These are important factors which should be given careful attention when considering the financial need and ability of a district or State in the support of education.

WILLINGNESS OF DISTRICT OR STATE TO EQUALIZE OPPORTUNITIES

As previously stated, the fundamental purpose of all equalization efforts has been or should be to approach a desirable program of education, equitably distributed to *all*

⁸ Research Problems in School Finance, chapter VI, National Survey of School Finance. Published by American Council of Education.

the children. If this is not the assumption on which equalization funds are requested and granted, then they would seem to have no justification.

In some of the States now providing equalization funds the Negro not only fails to receive equitable treatment but, notwithstanding the fact that his educational status is improved along with that of whites by such funds, the inequalities between the two are increased.

Certain persons opposed to earmarking funds or otherwise setting up guarantees for their equitable distribution advocate allowing the "natural process" to take its course, with the belief that the discriminations practiced will eventually disappear. Bond⁴ has presented evidence which refutes this argument conclusively and presents tables showing comparative expenditures between colored and white teachers' salaries in typical States and cities.

The plea made for aid in the report of the conference committee on financial support of Negro education, which follows, is predicated on the assumption that States needing to do so will increase their own ability by improving their taxing systems. It is also assumed that those States which have been derelict in applying the democratic principle of equality in the distribution of equalization funds shall give assurance that this situation will be remedied in the future, if and when additional funds are made available.

SUMMARY AND FINDINGS OF THE COMMITTEE⁵

For many years education has been the largest public enterprise in the United States. Thirty million children, one-fourth of the Nation's population, are in the elementary and secondary schools. Expenditures for these schools amounted to \$2,289,000,000 in 1930, which was 40 percent of all public expenditures in the 48 States.

The percentage of distribution of expenditures for operation and maintenance of general departments of State governments in 1929 was as follows:⁶

⁴ Bond, Horace Mann. *The Education of the Negro in the American Social Order*. New York, Prentice-Hall Inc., 1934, p. 151.

⁵ The facts summarized and presented in this report have been collected from State and Federal reports, reports of foundations, church boards, city boards, individual schools, and from various other studies and reports.

⁶ Reports of the U. S. Department of Commerce, 1931.

	Percent
General government	8.1
Protection to person and property:	
Militia and armies	1.0
Regulation	2.8
All other	2.0
	— 5.8
Conservation of health and sanitation:	
Prevention and treatment	1.3
All other	1.1
	— 2.4
Development and conservation of natural resources:	
Agriculture	4.5
All other	1.0
	— 5.5
Highways	16.9
Charities, hospitals, and corrective agencies	16.7
Education (schools and libraries)	40.0
Recreation	.3
Miscellaneous	4.5

It is interesting to note that education in the various States received more than twice as much as was expended for any other State governmental enterprises. Education is considered to be the function of the State, thus the contribution of the Federal Government to education is very small (less than 1 percent in the South), being restricted primarily to vocational education and to the education of Indians.

Since 80 percent of the 11,891,143 Negroes in the United States live in the 15 Southern States where a separate school system is maintained, it follows that any study or consideration by the committee on support of Negro education would deal primarily with this area. It was not possible for the committee to gather any particular facts regarding expenditures outside the South, though a number of comparisons have been made between sections and States.

ABILITY AND EFFORT OF THE SOUTH TO SUPPORT EDUCATION

According to the Blue Book of Southern Progress, there are only 12 States having a total per capita wealth of less than \$2,000. All of these are in the South. Only Florida, Virginia, West Virginia, and Maryland are above this minimum. The average wealth per capita in the South in 1930

was \$1,785, as compared with \$3,609 for the States outside the South.

The effort to support education, as measured by the percent of all tax collections expended for schools, changes this picture considerably. Of the 7 States expending less than 35 percent of all State and local tax collections for education, only 2 are located in the South. The average expended by 14 Southern States was 41.3 percent as compared with 40.2 percent for the country as a whole.

CHIEF SOURCES AND AMOUNTS OF PUBLIC-SCHOOL REVENUE

According to the 1930 reports of 13 Southern States, there was a total of \$331,157,842 expended for public schools. Forty percent of this amount was contributed by local districts, 31 percent from State sources, 28 percent from county sources, and 0.6 percent from Federal sources.

ANNUAL EXPENDITURE PER PUPIL ENROLLED

Dr. Paul R. Mort, in his study, "State Support for Public Education", shows 11 States expended less than \$15 per capita for education in 1930. All of these are Southern States. The per capita expenditure in the several States ranged from \$7.50 in Georgia to \$36.88 in Nevada, with an average of \$21.30 for the country as a whole. No Southern State reached the average for the country.

Reports from 11 Southern States for 1930 show an average expenditure per pupil of \$35.42. However, when expenditures are separated into racial groups we see that there was an expenditure of \$44.31 for each white pupil enrolled and \$12.57 for each Negro pupil enrolled. When these figures are compared with an expenditure of \$99 per pupil in the United States as a whole, the inequalities are astonishing. A comparison of expenditures over a long period of time in the Southern States shows that similar inequalities have existed. For example, the expenditure for each white pupil enrolled in these Southern States in 1910 was \$9.45 while for each Negro pupil it was \$2.90. A check of long-time expen-

¹ See figures 1, 2, and 3.

AVERAGE ANNUAL EXPENDITURE PER PUPIL
IN U. S. AND THE SOUTH 1870 TO 1930
(From U. S. Office of Education and State Departments)

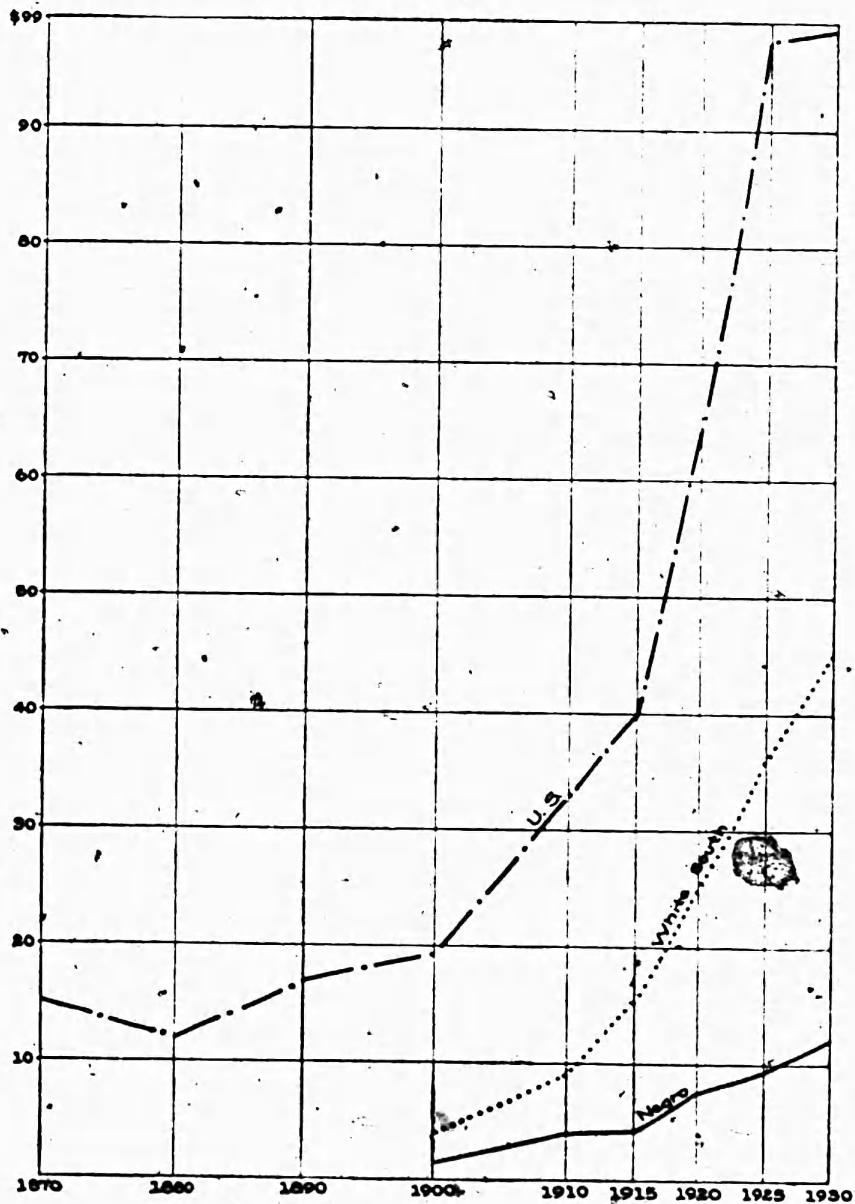


FIGURE 1

82 FUNDAMENTALS IN THE EDUCATION OF NEGROES

ANNUAL EXPENDITURES PER PUPIL
ENROLLED AND AMOUNTS NEEDED TO
EQUALIZE EXPENDITURES IN ELEVEN
SOUTHERN STATES 1930

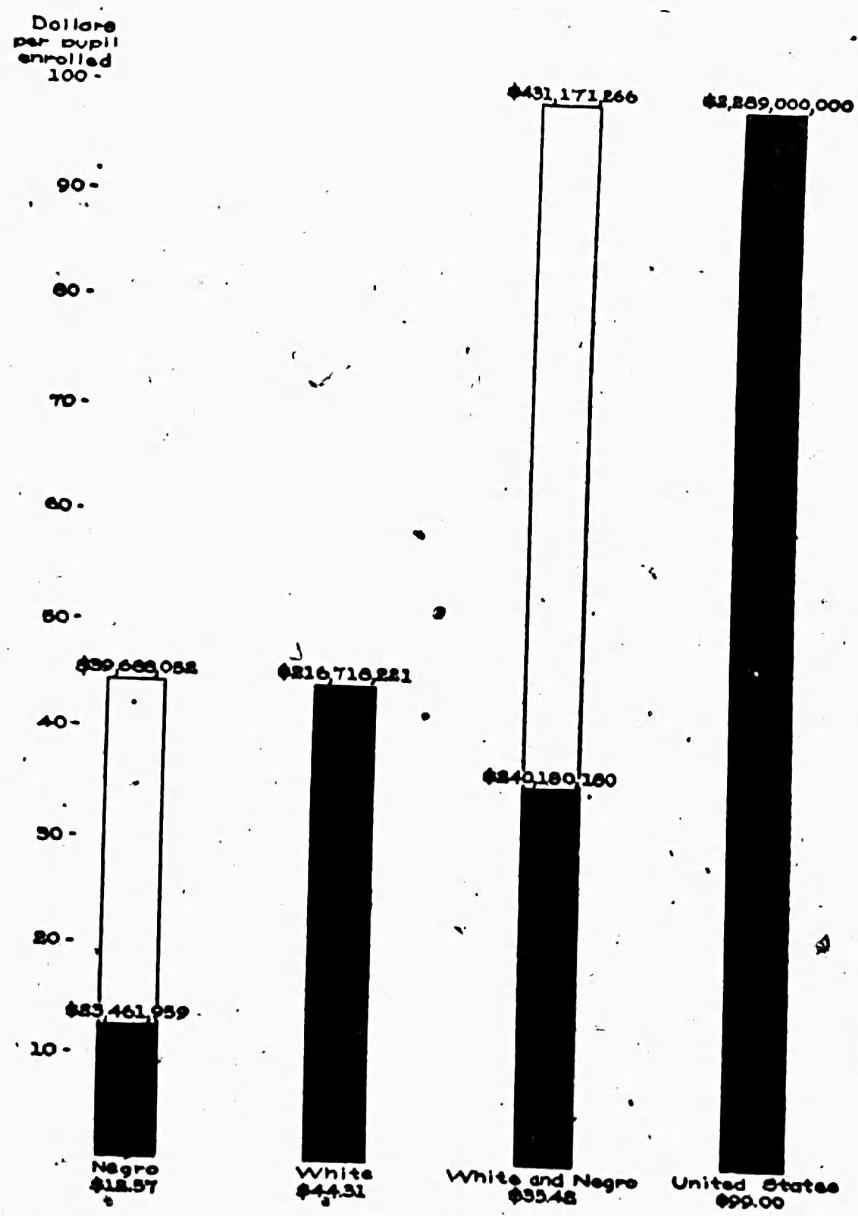


FIGURE 2

TREND IN AVERAGE ANNUAL SALARIES
WHITE AND NEGRO TEACHERS
13 Southern States

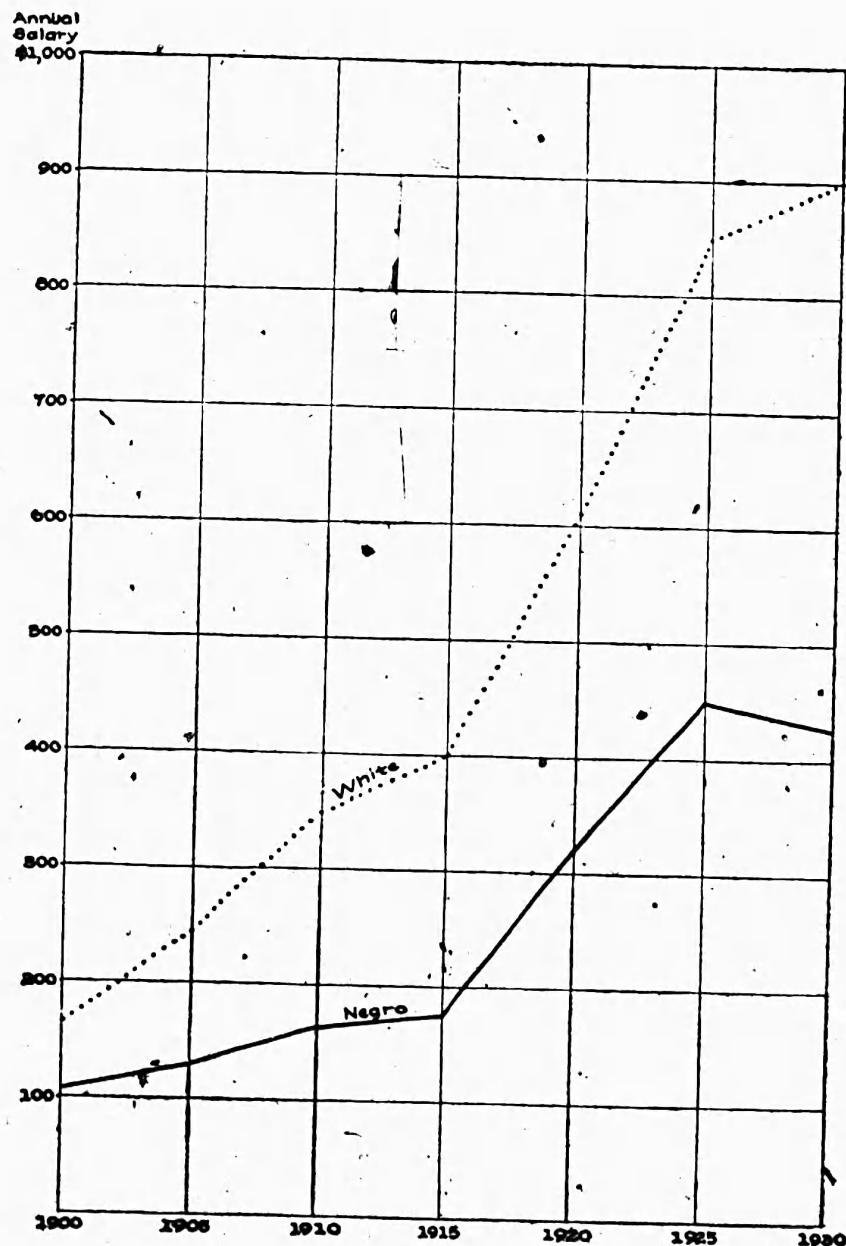


FIGURE 3

ditures in South Carolina shows that in 1900 \$4.06 was spent for each white child enrolled and \$1.26 for each Negro child. In North Carolina the amount was \$2.27 for each white child and \$1.68 for each Negro child. Thirty years later South Carolina expended \$59.09 for each white child enrolled and \$11.16 for each Negro child, while North Carolina spent \$41.26 and \$16.79, respectively.

In 1930 Negro population percentages in 12 Southern States varied from 7.2 percent of the total in Oklahoma to 50.2 percent in Mississippi. The percentage of public-school funds received by the Negro tends to be in inverse ratio to the percentage he bears to the population. The 7.2 percent Negro population in Oklahoma received 5.6 percent of all school funds, or 79 cents out of each dollar which they would have received if funds had been distributed without regard to race, while the 50.2 percent Negro population in Mississippi received 10 percent of the school funds, or 21 cents out of each dollar they would have received if funds had been distributed without regard to race.

EXPENDITURES FOR TEACHERS' SALARIES

A study of the salaries for white and Negro teachers reveals about the same inequalities as exist between total expenditures.⁸ In 1930 the average annual salary paid white teachers in 11 Southern States was \$901, ranging from \$715 in Arkansas to \$1,546 in Maryland, while the average paid Negro teachers in the same States was \$423, ranging from \$226 in Mississippi to \$1,168 in Maryland. In 1900 the average annual salaries paid white teachers in 7 Southern States was \$162, ranging from \$100 in North Carolina to \$421 in Maryland, compared with \$106 for Negro teachers, ranging from \$75 in North Carolina to \$325 in Maryland.

Salaries paid city teachers range much higher than those paid county or rural teachers.⁹ Reports from 6 southern capital cities show a median annual salary for 1930 of \$1,362 for white teachers and \$888 for Negro teachers.

Expenditures for teachers' salaries in Louisville, Ky., show less difference between white and Negro teachers than in

⁸ See figure 3.

⁹ See figure 4.

AVERAGE ANNUAL SALARIES
WHITE AND NEGRO TEACHERS
Southern Cities

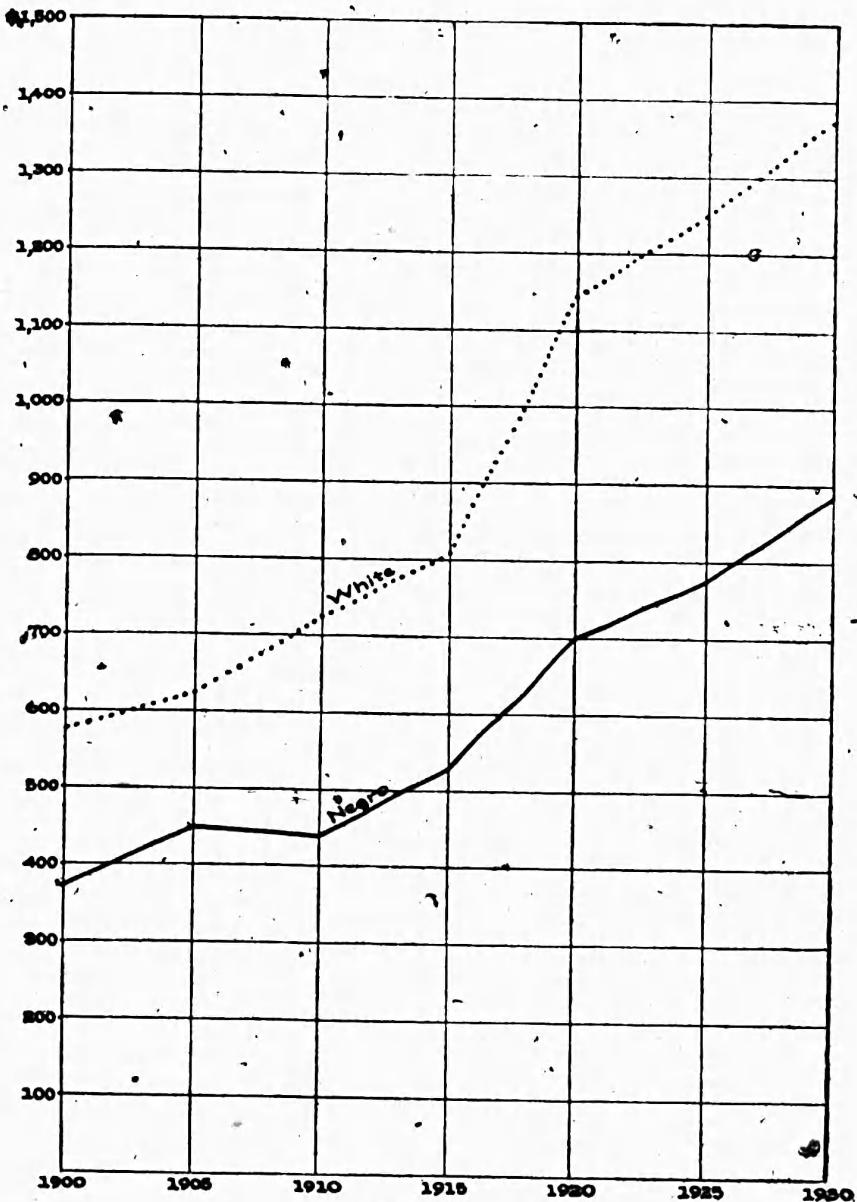


FIGURE 4

TRANSPORTATION OF WHITE AND
NEGRO PUPILS 1930
10 Southern States

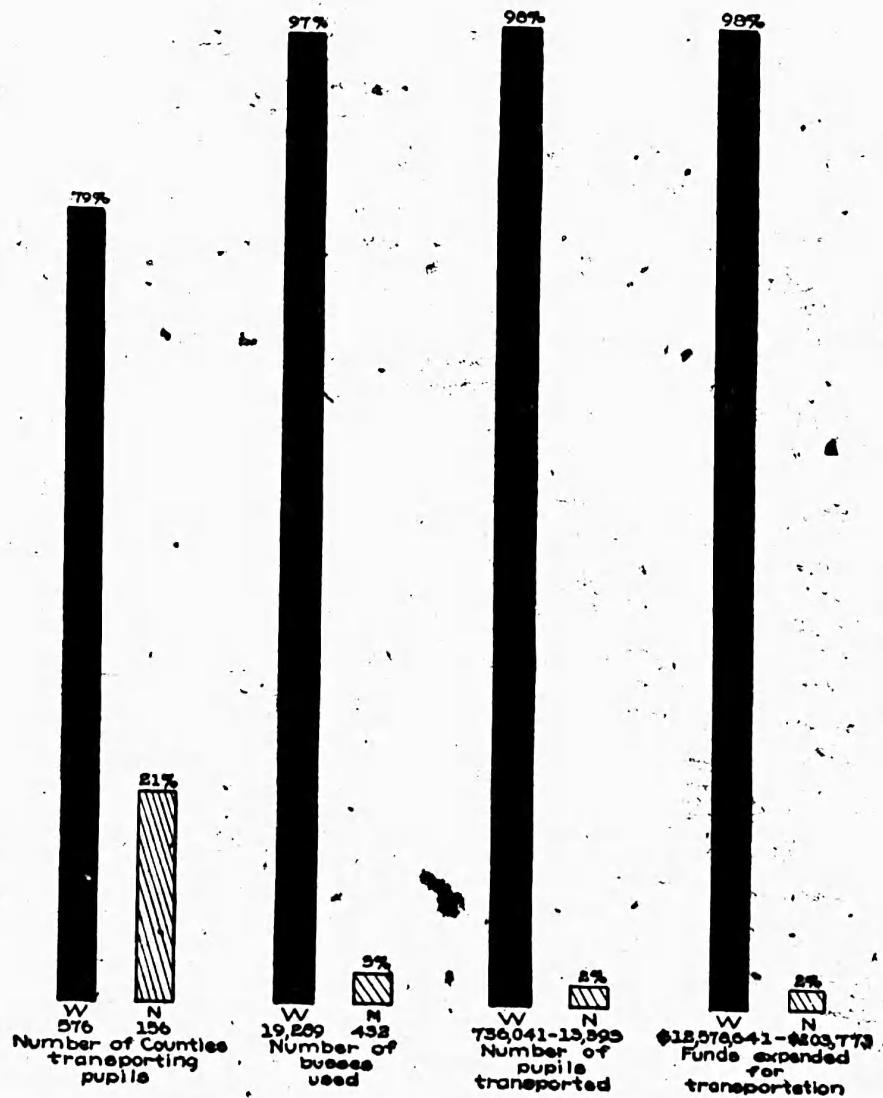


FIGURE 5

any other southern city reporting. Expenditures for salaries of white teachers range from \$22.28 per pupil in average daily attendance in 1911 to \$57.03 in 1933, while expenditures for Negro teachers range from \$17.38 in 1911 to \$45.74 in 1933.

TRANSPORTATION OF WHITE AND NEGRO PUPILS

In 1930 10 Southern States transported 749,434 pupils at a total cost of \$12,782,414. Slightly less than 2 percent of the pupils transported were Negroes and less than 2 percent of the funds were expended for their transportation.¹⁰

INVESTMENT IN PUBLIC-SCHOOL PROPERTY

The total investment in public-school property in 15 Southern States in 1930 was \$1,086,942,000, or \$123 per pupil enrolled, as contrasted with \$242 per pupil in the country as a whole. The average investment for plant and equipment for each white pupil was \$157, and for each Negro pupil \$37.¹¹

EQUALIZATION FUNDS

Some type of equalization fund has been used in the South for a number of years, though the idea of a large State fund created to equalize educational opportunities is relatively new. Ten of the Southern States had equalization funds in 1930 amounting to more than \$20,000,000; and the amount has been increasing annually. The rapid growth of these equalization funds is most hopeful to those interested in equal opportunities for all children. However, these funds have been provided and distributed under such diverse plans and circumstances that it is next to impossible to determine the amount going to Negro schools. In many cases the expenditure of these funds has increased the inequality instead of reduced it.

HIGHER EDUCATION

The 92 higher education institutions studied had plants and equipment valued at \$52,869,578 in 1932. The 33 publicly supported schools were valued at \$29,578,901, represent-

¹⁰ See figure 5.

¹¹ See figure 6.

VALUE OF PUBLIC SCHOOL PROPERTY
AND AMOUNTS NEEDED TO EQUALIZE
EXPENDITURES IN FIFTEEN SOUTHERN STATES
1930

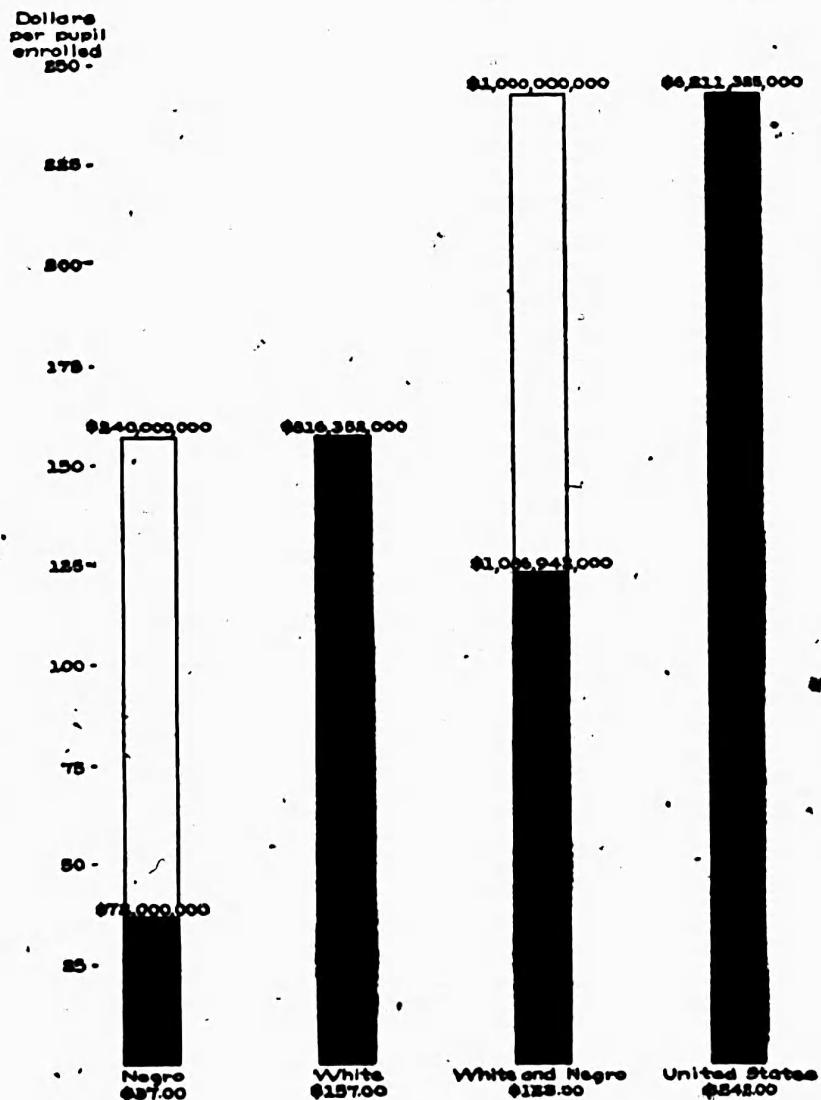


FIGURE 6

ing an increase of approximately 400 percent during the past 15 years.

A summary of income for higher education in 1931 follows:

	Num- ber colleges re- ported	Church sources	Public sources	All other sources ¹	Total income	Aver- age income
Private and denominational colleges.....	68	\$1,200,242	\$77,121	\$3,352,140	\$4,629,503	\$68,080
Public colleges.....	33	3,665,473	1,122,788	4,688,261	9,317,764	142,060
	101	1,200,242	3,642,594	4,474,928	9,317,764	92,245

¹ 12 denominational and private colleges received some public funds.

² Average.

The debt on the colleges was \$2,878,615, including plant and equipment, unpaid teachers' salaries, deficits, etc.

The growth of endowment for Negro colleges has been marked since 1915. Below is a summary of endowment, according to the various affiliations:

Affiliation	Number of schools endowed	1934 endowment
Independent.....	7	\$23,856,587
Presbyterian.....	4	3,849,008
Baptist.....	11	1,794,998
Methodist Episcopal.....	10	1,247,354
Public.....	3	1,243,765
American Missionary Association.....	5	752,595
Episcopal.....	5	369,534
African Methodist Episcopal.....	2	63,921
African Methodist Episcopal Zion.....	1	46,500
Methodist Episcopal (Southern).....	1	30,780
Colored Methodist Episcopal.....	1	5,000
Total.....	50	33,260,037

ADDITIONAL FUNDS NEEDED TO EQUALIZE EXPENDITURES

Educational expenditures.—Eleven southern States spent a total of \$240,180,180, or \$35.42 per pupil enrolled in 1930. It would have required an additional \$431,171,266 to have brought the average expenditure for white and colored pupils of these 11 States up to the average of the United States, which was \$99. The 11 southern States spent \$23,461,959 on Negro public schools, which was \$12.57 per pupil enrolled.

It would have required an additional expenditure of \$39,688,052 to have brought the expenditure per Negro child up to the average expenditure per white child in the 11 States.

School property.—Public-school property in 15 southern States was valued at \$1,086,942,000 in 1930. This represents an investment of \$123 per pupil enrolled, white and Negro. It would have required an expenditure of \$1,000,000,000 more to have brought the per-pupil value up to \$242, which was the average for the United States. The value of Negro public-school property was \$72,000,000, an investment of \$37 per pupil enrolled. It would have required an additional expenditure of \$240,000,000 to have brought the investment up to \$157 which was the value for each white child enrolled.

CONCLUSION

The information contained in this report indicates that the southern States are not able to provide public education for all children on an equal basis with the other sections of the country. If the children of the South are to have the educational advantages available to other children of the Nation, special financial support for public schools must be provided. However, any Federal funds which are or may be made available for public education in the South should be so distributed as to guarantee there will be no discrimination in the use of such funds among the children of different races. Furthermore, such funds should be so used and distributed as to correct the glaring inequalities which exist at present in the expenditures of school funds among the races.



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